PUBLIC SCHOOL ORGANIZATION AND ADMINISTRATION SYLLABUS

ENGELHARDT

Harry T. Jensen
1930

Public School Organization and Administration Syllabus

ARRANGED AS A GUIDE
FOR INSTRUCTION AND STUDY

By FRED ENGELHARDT
PROFESSOR OF EDUCATIONAL ADMINISTRATION
IN THE UNIVERSITY OF MINNESOTA

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PREFACE

This syllabus is the outcome of a number of years of work involved in planning and organizing the content and method of teaching a basic course in public-school organization and administration. The twenty-four major topics presented for study represent those which are the most frequently treated in this field, and were selected after an intensive investigation of the basic courses in public-school administration and supervision offered in colleges and universities.

The emphasis in the syllabus is placed on the problems which confront those who are engaged in professional work in local school systems. The activities of the state which are carried on in reference to public education are woven into these projects in so far as they have a bearing on local school practices. It is assumed that more advanced and specialized courses will treat of the state and public education and that courses in administrative and supervisory techniques will also follow in sequence.

The topics are arranged in their logical order, yet they may be selected for study as time, local conditions, or occasion demands. The treatment of the topics permits of their use in undergraduate as well as in graduate groups and for a course extending over one quarter, a semester, or a whole year.

The students in extension classes or those taking work in correspondence, as well as adult reading and study groups, should find the syllabus particularly serviceable in helping them to plan their work and in directing study and discussion.

The syllabus was designed to be used as a guide to instructors and students in the study of the problems which are treated in detail in the textbook *Public School Organization and Administration.*

F. E.

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INTRODUCTION

Suggestions for the Use of the Syllabus

The bibliography presented at the end of this book contains a complete reference to all the readings listed under each topic. A number of additional source references are included in this appended book list and should be made available to the students enrolled in the regular classes. Among the references the following will be found helpful: the Cyclopedia of Education, the school laws of the various states, the publications of the United States Office of Education, the bulletins and reports of the state departments of education and local school systems. Since many significant contributions to this field of work are constantly appearing in current issues of journals treating of administration and supervision, the student should be encouraged to keep in touch with them — a practice which may be developed by special assignments to the important articles as they appear.

In classes conducted largely on the lecture-discussion plan the items appearing under each topic may serve as an outline to guide the reading of students and to stimulate class or group discussion.

In case the newer type of examinations are used, the many and varied forms of short-answer questions presented in this book will help the student in familiarizing himself with this kind of test.

The topics for investigation should be used as assignments for the students to gain experience in expressing their thoughts in writing, a practice not provided when only objective examinations are used.

For the average class it will be found most practical to hold the entire group responsible only for the references which are made to a regular textbook. Special assignments may be made to such additional references as time and conditions permit.

Instructors preferring the problem, or contract, plan of classroom procedure will note that the topics are well arranged for this method of teaching. Complete sets of examinations may be prepared for each topic, and the members of the class may be allowed to proceed at their own rate. The organization of the work as presented makes it possible for the students to carry on with little additional direction on the part of the instructor.

The syllabus may be used by those conducting a correspondence course in the organization and the administration of public schools. The contract plan may be used, and the examinations for each topic may be arranged in the same manner in which they are now provided for students enrolled in correspondence classes.

Approximately three hundred objective, or short-answer, questions and problems involving nearly six hundred points accompany the topics in this syllabus. These represent all the newer types of questions and are presented in order that the student may have the opportunity to become acquainted with them before examination time.

Detailed instructions as to the form in which the answers to these questions are to be made are not presented. It is believed that the question will suggest the nature of the required answer. These questions form an excellent means for review. If the class is given the entire list of objective questions at the beginning of the course, the instructor will find the results very illuminating and helpful in planning the work of the course.

There are also over two hundred and fifty topics for investigation covering a wide range of activities listed in groups under each subject. These may be used for oral or written reports, for term papers, or for extended investigations to be made by the more advanced students. The variety is such that each student should find a number that will appeal to his interests.

The blank page marked "Notes" facing each topic is intended to be used for recording additional references to general sources or to current periodicals, or for entering the announcements regarding special assignments which the instructor may find necessary to make from time to time.

Public School Organization and Administration Syllabus

TOPIC 1

Evolution of Public Education in the United States

The basic ideals in American life are symbolized in democracy and education. It is generally admitted that the state approaches democracy in proportion to the number of enlightened and discriminating citizens it has; hence the public schools were chosen by the leaders as the means for realizing the goals which human society has aspired to attain.

Public education has grown, both in extent and in the services it renders, at a rate little anticipated by the pioneers who framed the early state constitutions. It is now agreed by all that education is an indispensable function of the state, that free schooling is basic to individual development, that schools must exist as a means for providing political and social freedom, and that education must preserve the sacred traditions of the state.

Public education is evolving in a dynamic social medium, and each generation sees new changes, growth, and developments. Tradition and social inertia may handicap its progress, yet with leadership one may continue to expect education to function as a means to social and economic stability and individual happiness.

READINGS AND REFERENCES

ANDERSON, WILLIAM. *American City Government*, chaps. i and ii.
COOK, W. A. *Federal and State School Administration*, chaps. i and ii.
CUBBERLEY, E. P. *Changing Conceptions of Education.*
ENGELHARDT, FRED. *Public School Organization and Administration*, chaps. ii and vii.
REISNER, E. H. *Nationalism and Education*, chaps. xv-xvii.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Early Schools in the United States

1. Picture the attitude of one of the leading colonial citizens with reference to education.
2. Name the factors which might have influenced popular education differently in the Southern and Northern colonies.
3. What two types of civil units were recognized as final authorities in school matters in different sections of the United States?
4. Did the early developments of schools in the state in which you are interested leave any unique desirable or undesirable characteristics which exist today?

5. As cities spread over wider areas what difficulties arose in developing school facilities?
6. Name some advantages and disadvantages to both rural and urban dwellers of having the school district comprise both a city and parts of the surrounding farming community.
7. Did racial differences among the early immigrants express themselves and influence public education?
8. How rapidly did cities grow after the Revolution? (Review the Federal census reports.)
9. When were free schools developed in the older states? What was the general public attitude toward the plan?
10. Who was Thaddeus Stevens? What part did he play in establishing free schools?
11. Develop the free-school movement in the state in which you are interested.
12. Who were the early educational leaders in the state in which you are interested?
13. When did the modern educational program as it now operates in your state begin?
14. How differently does the public respond today to innovations in education when contrasted with the earlier free-school period?
15. What parts do the state and local school districts play in the support of the schools in your state?
16. What is the relationship between the superintendent and the school board in the administration of the schools in your state?
17. Name all the types of district organizations commonly found.

B. Growth of the United States and Public Education

1. State the effect of the industrial and commercial development in the states upon the school organizations found.
2. What were some of the effects of the influx of immigration upon the organization of schools in the larger centers of population?
3. Account for the differences in development of the schools in urban and rural communities.
4. What effect has the changing status of the home in our national life had upon the school organization?
5. Name some current educational problems that have arisen out of the rapid changes in our standards of life and living.

C. Evolution of the Free-School Principle

1. When were the first free schools established in the United States?
2. Outline the important steps in the struggle for free public education in the United States.
3. Point out the interrelationships between public support of education and the organization of the schools.
4. How did the free-school principle affect the attitude of the states toward education?
5. Name the forces that sponsored free schools.
6. Name the forces that opposed the development of free schools.

OBJECTIVE QUESTIONS AND PROBLEMS

Directions. Make an enlarged copy of the tabulation below and on it characterize by two or three pertinent statements or items the nature of each of the aspects of social, industrial, and educational evolution which occurred in each of the periods listed:

Item	1651-1700	1701-1750	1751-1800	1801-1850	1851-1900
1. Number of cities of 5000 population and over					
2. Number of cities of 50,000 population and over					
3. The percentage of population living in urban centers (2500 and over)					
4. The status of the manufacturing industries					
5. The number of colonies or states definitely organized					
6. The nature of the immigration					
7. The plan of apportioning state aid to local schools					
8. Elementary education:					
a. Organization of school					
b. Type of school buildings					
c. Administration and supervision					
d. The extent to which schools were free					
9. Secondary education:					
a. Organization of secondary education					
b. Administration and supervision					
c. Legal status					
10. State constitution and education					

TOPICS FOR INVESTIGATION

1. Prepare a life sketch of one of the earlier contributors to the development of public education.

2. Discuss the cost of education in the colonial period and the manner in which schools were supported.

3. Critically review such available publications and early documents as treat of the history of education in your state and discuss the manner in which they are kept.

4. Describe a school district of 1790 and sketch the plan of organization and administration then in vogue.

5. Trace the history of the private schools in your state.

6. By parallel treatment trace the development of city government and the government of city school systems.

7. By parallel treatment trace the development of private enterprise in contrast with public schools.

8. Take a community known to you and trace its development in connection with the development of the local public schools.

TOPIC 2

Development of State Responsibility for Education

"The first duty of government, and the surest evidence of good government, is the encouragement of education. A general diffusion of knowledge is the precursor and the protector of republican institutions; and in it we must confide, as the conservative power that will watch over our liberties, and guard them against fraud, intrigue, corruption, and violence. . . .

"I consider the system of our common schools as the palladium of our freedom; for no reasonable apprehension can be entertained of its subversion as long as the great body of the people are enlightened by education. To increase the funds, to extend the benefits, and to remedy the defects of this excellent system is worthy of your deliberate attention."[1]

READINGS AND REFERENCES

ANDERSON, WILLIAM. *American City Government*, chap. iii.
COOK, W. A. *Federal and State School Administration*, chaps. iii–vi.
CUBBERLEY, E. P. *State School Administration*, chaps. ii–v.
CUBBERLEY, E. P., and ELLIOTT, E. C. *State and County School Administration*, chaps. i–v.
ENGELHARDT, FRED. *Public School Organization and Administration*, chaps. i–xx.
REISNER, E. H. *Nationalism and Education*, chap. xviii.
STRAYER, G. D., and ENGELHARDT, N. L. *The Classroom Teacher*, chap. ii.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Federal Constitution and Education

1. Picture the attitude of individual representatives at the Constitutional Convention with reference to public education.
2. Discuss the philosophy underlying the policy of the Federal Constitution in leaving education to the states.
3. Argue for and against this philosophy.
4. What is the general attitude today with reference to Federal responsibilities toward education?
5. In a dynamic democracy can a constitution be static?

[1] Governor De Witt Clinton, Message to the General Assembly in 1826, *Free Schools*, p. 52. State Department of Education, Albany, New York, 1919.

B. State Constitutional Provisions for Education

1. Contrast the early provisions for education in various state constitutions.
2. Contrast the present provisions for education in the constitutions of the states adjoining the one in which you reside.
3. Discuss the new provisions for education in states that have revised their constitutions.
4. Which states have revised their constitutions in reference to education in the last quarter of a century?
5. Contrast the constitutional provisions for education in Eastern states with those in Western states.
6. In your judgment which state constitution has expressed the best policy toward public education?
7. Discuss the constitutional provisions for education in the state in which you are interested.
8. Are the constitutional mandates for education in the state of your interest carried out by the legislature?
9. Formulate a statement for a constitution that would represent the modern attitude in reference to the responsibility a state should assume regarding education.

C. Early Neglect of Education in States and the Reawakening

1. Did state legislatures overlook constitutional mandates in the earlier period?
2. What conditions forced the states to assume their educational responsibilities?
3. How does progress in human society usually come about?
4. Discuss the evolution of educational support, financial aid, and the centralization of educational responsibility within the state offices.

D. Leadership and Educational Development

1. Contrast the present educational leadership in the state of your interest with that during the earlier periods.
2. What influence has leadership had upon educational progress?
3. Discuss the influence of Henry Barnard and Horace Mann on educational progress.

4. What changes were made in the public schools through educational leadership?

5. Name as many living educational leaders as you can and state what changes are being made through their efforts.

OBJECTIVE QUESTIONS AND PROBLEMS

1. Everywhere in the United States the schools arose as a distinctly local institution designed to meet local needs.

2. By the terms of the Tenth Amendment to the Federal Constitution ratified in 1791, education became one of the many governmental powers reserved for the States.

3. Of the 14 state constitutions framed by 1800, 6 made no mention whatever of schools or education.

4. There were [illegible] great cities in the United States at the time of the Revolution, and not more than 4 per cent of the people lived in the larger towns, of which the largest was Philadelphia with a population of approximately 40 thousand.

5. In 1920 [illegible] per cent of the people lived under conditions of urban life.

6. Ohio first authorized taxation for education in 1821.

7. The State Department of Education was created in New York State in 1904.

TOPICS FOR INVESTIGATION

1. Prepare a sketch of leaders who were instrumental in framing the article on education in the constitution of your state.

2. Analyze and classify the activities and items set forth in the articles on education in the constitutions of the various states.

3. Criticize, in terms of fundamental principles of jurisdiction, legislative authority, and administrative responsibilities, the statement regarding education in the constitution of your state.

4. Report on the part which the professional education organizations have played in the development of public education in your state.

5. Contrast the motive that stimulated the maintenance of education in the earlier colonial period with the motive that stimulated the maintenance of education after the Revolution.

6. Describe the public schools in your state during the period 1800–1850 or the period 1850–1875.

7. Contrast the industrial development in your state during the period 1840–1860 with the development in public schools.

TOPIC 3

School District Organization

In general the states have subdivided their domains into school districts for educational purposes. These school districts are corporations with limited powers granted to them by the state legislatures. A school district may be a county, a city, a town, a township, an area in the open country which includes a number of farms, or an area comprising a city and the surrounding country side.

Whatever the subdivisions of the state for educational purposes may be, the state retains the basic authority in school affairs. It is for the lawmaking power residing in the legislature to determine what functions shall be exercised by the electorate and their school officials in the school districts, whether the boundaries of the districts comprise counties, towns, or cities.

READINGS AND REFERENCES

ANDERSON, WILLIAM. *American City Government*, chaps. i–vii.
CUBBERLEY, E. P. *State School Administration*, chaps. vi and vii.
CUBBERLEY, E. P., and ELLIOTT, E. C. *State and County School Administration*, chaps. vi and vii.
ENGELHARDT, FRED. *Public School Organization and Administration*, chap. i.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Subdivisions of States for Administration of Schools

1. What are the divisions of a state for judiciary purposes called?
2. Name the different divisions of a state for civil purposes.
3. Name the divisions used in various states for purposes of school administration.
4. What are the divisions of the state for other purposes?
5. In the state of your interest discuss the subdivisions for the control of the schools in terms of area, population, and geographical characteristics.
6. In what respects do school districts have limited corporate powers?
7. As a general rule were the older cities incorporated before school districts?

8. What sections of the states endeavored to retain local autonomy in regard to school matters?
9. What part does the county play as a civil unit of a state?
10. How were the counties created in your state?

B. School Districts as Corporations

1. Name some of the powers of school districts and municipalities as corporations.
2. Distinguish between the powers of private and public corporations.
3. Contrast the source and nature of powers in question 2.
4. School districts may not be corporations; contrast those that are with those that are not.

C. The State and the Local School Districts

1. Contrast rural districts with urban districts.
2. Discuss districts as ministerial state subdivisions.
3. Contrast conditions in different states.

OBJECTIVE QUESTIONS AND PROBLEMS

1. [---T---] In but few states have the present local school districts been created with a definite consciousness of their possible future needs and functions.

2. [---T---] The subdivisions of a state are clearly creations and wards of the state.

3. [------] In the New England town system for school control the administration of all the schools — rural, village, and city — within the area of the town are under the supervision of one board of education and one superintendent.

4. [---F---] The boundaries of the Western township units for school control have been determined according to the educational needs and convenience of the area under consideration.

5. [---T---] The term "school district" applies whether the geographical unit is a city, a township, a county, or a small rural area.

6. [---F---] The township in Pennsylvania is the same as the township in Indiana.

7. [---F---] In New York State the county is a corporate school district.

8. In _____, Pennsylvania, _____, California, and _____, _____, the city and county boundaries are one and the same.

9. The _____ is a school district in Maryland; and since it is a _____, it can be sued and _____.

10. School districts that are _____ have no inherent powers, but derive them from the _____ _____.

TOPICS FOR INVESTIGATION

1. Prepare a diagram to show the types of school districts in the state of your interest and the source of their power.

2. Outline in detail the functions and activities performed by the county in the state of your interest.

3. Classify the school districts in three adjoining states according to their corporate powers and jurisdiction.

4. Contrast the original school district subdivisions in your state with the types of school districts that exist today.

5. Investigate and report on the charters of a special chartered school district.

6. Select five states and list all the names used in the school laws to designate school districts; ennumerate the differences.

TOPIC 3a

Urban School Districts

All municipalities are not school districts. In many cases the city is only a part of the school district; in others the city and school district have the same boundaries.

When schools were first established, it was not necessary to separate the local civil government from the government organized to operate the schools. As public education developed on a state-wide basis it was realized that an effective and efficient public-school system could not be maintained unless schools were freed from municipal domination and unless the schools in cities were administered through an autonomous and independent incorporated school district.

Unfortunately city governments had been established and had been granted various authority over school affairs before the evils of the practice were fully realized. The consequence has been a continuous struggle in certain cities between the municipal and the school authorities over the control of public-school finances, and hence of the educational policy.

READINGS AND REFERENCES

ANDERSON, WILLIAM. *American City Government*, pp. 90–96.

CUBBERLEY, E. P. *Public School Administration*, chap. xi.

ENGELHARDT, FRED. *Public School Organization and Administration*, chaps. i and ii.

ENGELHARDT, N. L., and ENGELHARDT, FRED. *Public School Business Administration*, chap. v.

FRASIER, G. W. *The Control of City School Finance*, chap. i.

MCGAUGHY, J. R. *The Fiscal Administration of City School Systems*, chaps i and iv.

REEVES, F. W. *The Political Unit of Public School Finance in Illinois*, chaps. i, ii, and iii.

Chapters on organization and administration in available surveys of city school systems.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. City, Borough, Town, and Village School Districts

1. To what extent are city school problems the same as those of boroughs, villages, and towns?
2. Contrast a typical Western city with a borough or village in the East as to area, size, and educational problems.
3. Contrast the civil development of metropolitan areas surrounding large cities with the consolidation of schools within these areas.

4. Is municipal government a function of the state?
5. Compare city, borough, town, and village school districts in regard to population, area, and educational problems.
6. Contrast the authority and the responsibilities of cities and of school districts.
7. Classify cities according to the type of school district of which they are a part.
8. Contrast the different factors that materially affect the administration of schools in small cities, boroughs, towns, and villages.

B. Municipal Development and School Districts

1. To what extent have cities been granted special charters in your state?
2. In the various commonwealths, contrast the general laws which pertain to municipalities with the school codes.
3. Contrast the educational problems in the cities of New York, Chicago, and Philadelphia with those in the smaller states.
4. Can school districts be compared according to degrees of independence of municipalities in other than fiscal matters?
5. Define the relation of the municipality to the state.
6. Define the relation between school district and the state.
7. Define the metropolitan area of a city.
8. List the names of some municipalities that have the same boundaries as the school districts.
9. Name several municipalities that constitute a part of school districts.
10. Record the names of school districts that have special charters.

C. Special Municipal Districts

1. Compare the fiscally dependent and the fiscally independent school districts.
2. How does the commission form of city government affect public-school administration?
3. Outline the administration of the schools in special chartered cities.
4. How does the city-manager plan of government affect public-school administration?
5. State conflicting philosophies in regard to the administration of schools in the cities.

D. Ideal Relationship between Municipality and School District in Cities

1. Study the relationship between the student of municipal government and the city organizations.
2. To what extent do educational authorities agree regarding the desirability of centralizing the administration of public schools in municipal offices?
3. Contrast the functions of school districts with the functions of municipal government.
4. What are the modern tendencies in the reorganization of city government and schools?
5. Discuss the scientific studies that have been made in regard to the fiscal administration of public schools.
6. Discuss the relation between planning for future school needs and planning for the growth of cities and metropolitan areas.

OBJECTIVE QUESTIONS AND PROBLEMS

1. [_____] By 1870 over half the two hundred and twenty-six cities having a population of eight thousand or more employed a superintendent of schools.

2. [__F__] It is not safe to conclude that educational progress in the past half-century has been due, to a large degree, to the efforts which have been made in the cities.

3. The prime purpose of the state in legislating on matters pertaining to the city districts is not so much to impose its will as to stimulate the cities to educational activity.

4. [__T__] The early development in city school administration was characterized by a tendency to multiply the number of districts within a city.

5. McGaughy studied three hundred and seventy-seven cities and classified them into three different groups, or types, of school districts. Record the name he gave to the district in Column A and the number of districts in Column B.

Column A Type of District		Column B Number of Districts	
	1. _____		1. _____
	2. _____		2. _____
	3. _____		3. _____

Total _____ 377

6. The two outstanding studies made regarding the fiscal administration of schools are these:

Author	Date	Title
1.		
2.		

7. The city school districts of Pennsylvania are fiscally _____ _____ the municipal government.

8. [_____] Fiscally dependent city school districts are generally required to submit the school budget to some municipal authority for approval of each item.

9. In some school districts the electorate have control over certain financial affairs, since school boards must submit proposed _____ _____ for their approval.

10. School districts for which the county officials levy and collect taxes are classed as fiscally dependent.

TOPICS FOR INVESTIGATION

1. In treatises on municipal government, analyze critically the discussion in the sections dealing with public education.

2. Study and analyze the authority over public schools granted in the charters of the cities of your state.

3. Contrast the degrees of dependence of city school districts on municipal authority in three adjoining states.

4. Trace historically (factually) the influence of local city politics on school affairs in any city with which you are familiar.

5. Review the scientific studies made in reference to the fiscal independence of city school systems.

6. Tabulate the states according to the degree of fiscal independence enjoyed by the city school systems.

7. Analyze the fiscal dependence of those school districts that are not associated with municipalities.

TOPIC 3b

Rural School Districts

Every state in the Union is divided into counties. These have a variety of governmental functions. In New England and the East the county is least important as an administrative unit, whereas in certain Western and Southern states it plays an important part in the civil and political life of the people. Counties may be divided into those that are largely urban and those that are rural. There are differences of opinion among those who are students of government in regard to the place the county should take in civil affairs in the future.

To provide a satisfactory school district for the administration and support of schools in the open country, the county corporate school district has been advocated for a long time. Under the "county plan" the small corporate rural units would be abolished.

Certain states have adopted the county corporate school district unit in whole or in part. There is also a division of opinion among students of educational administration as to whether the county should be generally advocated as the most desirable subdivision of the state for public-school administration.

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ENGELHARDT, FRED. *Public School Organization and Administration*, chaps. i and ii.

JUDD, C. H., and others. *Rural School Survey of New York (Administration and Supervision)*.

STRAYER, G. D., ENGELHARDT, N. L., and others. *Problems in Educational Administration*, Problem 13.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. The County

1. Discuss the place of the county in the future government of the state.
2. Distinguish between urban and rural counties.
3. Discuss the county and the municipality in such cities as Philadelphia, New York, Denver, San Francisco, and Los Angeles.

4. Describe the functions of the county as a civil unit.
5. What is the present status of the county in various states as an administrative subdivision of the state?

B. The County as a School District

1. Discuss the jurisdiction of the county officials in the various states over urban and rural schools.
2. Discuss the position of the county in the political organization of your state.
3. Give examples of county corporate school districts.
4. What ministerial functions are assigned to the county in school affairs?
5. In which states are the counties quasi school districts? What are their functions?
6. Should the county constitute a corporate school district in your state?

C. The County as the Desirable Unit for Rural-School Administration

1. Present arguments for and against the county plan.
2. What types of districts should be excluded from county jurisdiction in case the county is a corporate school district?

D. The School District of the Open Country

1. Discuss the social and economic factors that control the small rural school districts.
2. How many corporate school districts in your state employ but one teacher?
3. Discuss the relationship of the small rural district to the county in various states.
4. State and defend your opinions regarding the changes which probably must be made in the rural school districts of the future.
5. How many small rural districts in your state have less than twenty-five pupils of school age?
6. How many corporate school districts are there in your state that do not maintain schools?
7. Have improvements in transportation facilities modified the rural-school problems?

OBJECTIVE QUESTIONS AND PROBLEMS

1. In most of the states the beginning of a county unit for organization and administration has been made by the creation of the _____ of _____ _____ of schools.

2. In _____ of the forty states having a county educational officer the latter must be _____ by the _____ of the county at popular election, and must be a _____ of the county.

3. In the majority of those states having a county superintendent his term of office is _____ years.

4. At present the county superintendent's position involves in large part _____ and _____ work.

5. [_____] In the "county system" the school districts are abolished.

6. The county functions not at all or in very minor matters in the following states: _____, _____, _____, and _____.

7. The unit in the following Southern states is the county corporate school district: _____, _____, _____, and _____.

8. The incorporate township high-school district exists in _____, _____, and _____.

9. Copy the form in your notebook and complete the following tabulation for the state in which you reside and for each of the adjoining states:

Name of State	Plan followed in securing County Superintendents	Term of Office of County Superintendent	Personal Qualifications of County Superintendent	Average Salary of County Superintendent
1.				
2.				
3.				
4.				

TOPICS FOR INVESTIGATION

1. Prepare a paper treating of the size, the population, and the rural or urban status of the various counties of your state.

2. Study and report on the "county system" as the desirable administrative school unit for your state.

3. Diagrammatically present the county relationships to the schools in your state.

4. Compare Maryland, Delaware, and Rhode Island as to county organization.

5. Contrast Indiana, New York, and Tennessee as to county organization for various purposes.

6. Contrast Kentucky and Wisconsin as to county organization for various purposes.

7. Prepare a paper on the thesis "The county should be a corporate school district in all states."

8. Review all the literature treating of the county school district and the county superintendent in the educational journals appearing in the past five years.

TOPIC 3c

Provision for School-District Reorganization

The legislatures in practically every state have made provision whereby school-district boundaries may be changed. As a rule the final decision regarding any significant change rests with the electorate. It has been the hope of educational leadership that through liberal permissive legislation school districts would tend to develop into larger and more desirable units for administrative purposes. The fact that the electorate must vote on all major changes in school-district boundaries has precluded any general alteration of the number or kind of school districts in the majority of states.

READINGS AND REFERENCES

ENGELHARDT, FRED. *Public School Organization and Administration*, chap. iii.

JUDD, C. H., and others. *Rural School Survey of New York (Administration and Supervision)*, chap. iii.

LINDSAY, E. E. *Problems in School Administration*, chap. x.

STRAYER, G. D., ENGELHARDT, N. L., and others. *Problems in Educational Administration*, Problems 6 and 9.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Authority to Change School-District Boundaries

1. What procedure must be followed in the state of your interest to change boundaries of school districts?
2. Contrast the means of changing district boundaries in Pennsylvania with the legal practices followed in Minnesota.
3. What happens to the schools in areas annexed by cities in the various states?
4. Can a taxpayer have his property transferred from one school district to another in any state?
5. Tabulate some of the various plans provided in the laws of various states for cities and rural areas to change the boundaries of school districts.
6. Discuss the authority of the various individuals or groups who are responsible for initiating and approving the changes in school-district boundaries recommended.

7. To what extent is public approval required to change school-district boundaries in the various states?
8. How is the extension of school-district boundaries accomplished?

B. The Creation of New Districts

1. Is consolidation solving the rural-school problem?
2. Define *consolidation.*
3. Analyze the law for consolidation of schools in your state.
4. How many consolidated districts are there in your state?
5. Discuss the statement "The rural one-room school will pass with the one-man farm."
6. Contrast consolidation within a district with the consolidation of districts.
7. Contrast the consolidation problems in the state of Illinois with those in New York State.
8. Is consolidation of schools within many cities feasible and necessary?
9. Discuss joint districts and union districts.
10. If a city in your state extends its boundaries what happens to the schools in the area included?
11. Why are corporate school districts divided into subdistricts?
12. Describe the various special and new types of school districts that have been advocated in school surveys.

C. The Powers of a State in Relation to Changed District Boundaries

1. Why should there be flexibility in the law relating to changes of district boundaries?
2. Can one school district contract with an adjoining one for the education of its children?
3. Can a school district continue if it has no schools?
4. To what extent must state approval be secured to change school-district boundaries?
5. Name states in which the approval of county officials must be secured before changes in school-district boundaries can be made.
6. Outline desirable procedures to be followed for changing the boundaries of school districts.

OBJECTIVE QUESTIONS AND PROBLEMS

1. [T] The fiscal and personnel problems of consolidated schools are in the main the same as those of other school districts.

2. [F] Consolidated districts generally receive smaller proportionate incomes from state sources than do other types of districts.

3. Experience has shown that attendance upon the consolidated districts runs from 30 to 50 per cent higher than the combined attendance upon each of the districts included in the consolidation. Name the three most potent causes of this improved condition.

a. more varied curriculum

b. better work facilities

c. _____

4. [T] The major objection of rural people against consolidation is the belief that higher taxes will result.

5. In the state of _____ all proposals for changes in school-district boundaries must be submitted to the state board of education for approval.

6. In general the people must approve all major changes proposed to be made in school-district boundaries.

7. In the state in which I reside the first consolidated-school law was approved by the legislature in _____.

TOPICS FOR INVESTIGATION

1. Diagram the procedures to be followed in changing school-district boundaries in the state of your interest.

2. Contrast three adjoining states as to methods of changing boundaries of school districts.

3. Prepare a report showing the progress that has been made in the consolidation of schools and of school districts in your state during the past ten years.

4. Analyze the changes in school-district organization that have taken place during the last decade in a county of your state.

5. Prepare a report showing the changes in the city boundaries in your state and the effect they have had on the schools.

6. Discuss city planning and the public schools.

7. Trace the legislation in your state which has resulted in modifying the type and kind of school districts.

TOPIC 4

Legal Jurisdiction of School Districts

"Essentially and intrinsically, the schools in which are educated and trained the children who are to become the rulers of the commonwealth are matters of state, and not of local, jurisdiction. In such matters the state is a unit, and the legislature the source of power. The authority over schools and school affairs is not necessarily a distributive one, to be exercised by local instrumentalities; but, on the contrary, it is a central power, residing in the legislature of the state. It is for the law-making power to determine whether the authority shall be exercised by a state board of education, or distributed to county, township, or city organizations throughout the state. With that determination the judiciary can no more rightfully interfere than can the legislature with a decree or judgment pronounced by a judicial tribunal. The decision is as conclusive and inviolable in the one case as in the other; and an interference with the legislative judgment would be a breach of the constitution which no principle would justify, nor any precedent excuse."[1]

READINGS AND REFERENCES

ENGELHARDT, FRED. *Public School Organization and Administration*, chap. ii.
HENZLIK, F. E. *Rights and Liabilities of School Boards*, chap. i.
TRESLER, H. R. *Essentials of School Law*, chap. ix.
JUDD, C. H., and others. *Rural School Survey of New York (Administration and Supervision)*, chaps. i and iii.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. School Laws and Legislation

1. Describe the publication in which the school law of your state is printed.
2. Discuss school codes as a source of authority.
3. Describe the classification of school districts for legislative purposes in the state of your interest.
4. To what extent may a school district foster activities which are not specifically stated in law?

[1] *State ex rel. Clark et al.* v. *Haworth*, 23 N.E. 946, Supreme Court of Indiana, March 13, 1890.

5. List the powers within the jurisdiction of the school boards of your state which differ from the powers of comparable boards in adjoining states.
6. Can you cite any actions of school boards in your state which are technically illegal yet publicly sanctioned?
7. Assume that a citizen believes the action of a school district to be illegal in your state, how may he proceed to force discontinuance of the practice?
8. When were the educational laws in your state codified?
9. Relate the history of the school code of your state.
10. To what extent does the attorney-general in your state interpret laws for school districts?

B. Corporate Powers of School Districts

1. Discuss the powers of school districts as limited corporations.
2. Compare states with respect to the corporate powers of school districts.
3. What general powers must be left to local jurisdiction?

C. Controls which at Times operate as Laws

1. To what extent does the commissioner of education interpret school law in your state?
2. Has the interpretation of law by the commissioner of education ever been challenged or reversed in the courts?
3. Differentiate the powers the people have retained for themselves in the various types of school districts in your state.
4. Present examples which clearly differentiate between legislative authority and administrative responsibility.
5. To what extent does tradition act as a control in educational affairs?
6. In what ways may public sentiment operate to control the school policies?
7. Discuss local customs as a control of public-school policy.
8. In what way may the power to interpret law act as a control in school matters?
9. By whom may school laws be interpreted in your state?
10. Discuss the regulations and attitude of state departments of education as controls in matters pertaining to the organization and administration of local schools.

D. Organization for Conducting a School System

1. What is the franchise of residents in different classes of school districts in your state?
2. Mention inconsistencies in the manner in which school laws delegate school functions to various local authorities.
3. Where do the powers of initiative, legislative authority, and administrative responsibility within the local districts rest?
4. Discuss the powers referred to in question 3 with reference to the school board, the superintendent, a teacher of a rural school, and the public in general.

E. Functions of the Governing Body of a School District

1. What constitutes the local governing body in school districts?
2. To what extent does the governing body of a local school system in your state have full jurisdiction over all school activities?
3. What school functions are delegated to the local electorate?
4. What jurisdiction do school authorities have in regard to personnel and pupils?
5. What other local agencies have jurisdiction over school matters?
6. Differentiate among the types of school districts in your state with respect to the previous questions of this topic.
7. What jurisdiction do school authorities have over school children while they are in school, while they are on the way to school, and after school hours?
8. What jurisdiction do public-school officials have over school children attending private schools?

F. Educational Functions not assigned to School Officials

1. Discuss the practice generally followed in states which delegate to the electorate the determining vote on the issuing of school bonds.
2. Who is responsible for the management of the school plant and school property in school districts in various states?
3. What control over assessment do the school authorities exercise in your state?
4. What other functions do local school authorities exercise in regard to taxes and finances?

5. In what way do the answers to questions 3 and 4 affect the schools?

6. List all the educational activities carried on in a local civil unit that are not always assigned to school officials.

G. Civil Officers having Supervisory Control over School Affairs

1. To what extent do municipal authorities pass upon the school budget in cities of your state?

2. To what extent may the electorate be said to be responsible for their own local school indebtedness?

3. What is the relation of the various county officials to the functions of financing public schools within their jurisdiction?

4. What authority do civil authorities have in reference to the personnel employed in public schools?

OBJECTIVE QUESTIONS AND PROBLEMS

1. In the state in which I reside the first school code was approved by the legislature in _____.

2. [_____] No school districts hold the annual public meeting for deciding the amount of money to be raised for school purposes.

3. All authority and powers granted to local school boards are derived from _____ enacted by the _____.

4. [_____] Superintendents of schools have no authority other than that delegated to them by the local school board.

5. [_____] In all states school boards in local school systems are enabled to spend local funds for maintaining nursery schools.

6. [_____] The school boards in all corporate school districts have the authority to establish high schools.

7. [_____] A school board cannot collect tuition from a resident of the school district who is twenty-one years of age and who desires to attend the public school.

8. [_____] School boards cannot refuse to accept in school a child who is five years of age and whose parents are citizens and desire the child to attend school.

9. [_____] No school district has the authority to employ a teacher who fails to receive a teaching certificate from the state.

10. In answering exercises 4–9, inclusive, view the statements as applying to your state and then to the country as a whole.

Legal Jurisdiction of School Districts

11. [_F____] No state has ever attempted to secure legislation through which all the children of compulsory-attendance age could be compelled to go to the public schools.

12. [__T___] Even in the majority of fiscally independent school districts bond issues must be authorized by a vote of the electorate.

13. Civil departments which have jurisdiction over school affairs are primarily in charge of services such as have to do with _____ examination, the public _____, and the planning, _____, and _____ of _____ facilities.

14. [_____] School officials in school districts in all the cities in the state in which I reside have full jurisdiction over all educational affairs.

TOPICS FOR INVESTIGATION

1. Prepare a summary of the actions taken during the past year by the courts in your state regarding educational matters.

2. Analyze the educational legislation presented to the legislature in your state during the last session, and the acts passed by it. Note the sources from which they originated and the supporting agencies.

3. Summarize the actions of the legislative committee of the state education association in reference to public education in your state during the past decade.

4. Study the jurisdiction over school matters which each type of school district in your state has.

5. Select several school codes and analyze the organization and arrangement of the contents.

6. Present diagrammatically the jurisdiction civil authorities have over public schools in your state.

7. Analyze recent court decisions having to do with the jurisdiction of school officials over children of school age.

8. Discuss the control the governing body of a school system has over the non-school hours of pupils.

9. Tabulate the civil agencies in three adjoining states which have jurisdiction over school affairs, and analyze the educational activities over which they have jurisdiction.

TOPIC 5

The School Board

In the last analysis public education will develop as fast and as extensively as community confidence enables leadership to go. There is no one thing in public-school organization and administration that contributes more effectively to this confidence than does general local participation in the selection and election of citizens to a small school board chosen from the school district at large at a separate public-education election.

READINGS AND REFERENCES

ALMACK, J. C. *The School Board Member*, chap. i.

CHANCELLOR, W. E. *Our Schools — their Administration and Supervision*, chap. ii.

COUNTS, G. S. *Social Composition of Boards of Education.*

CUBBERLEY, E. P. *Public School Administration*, chaps. xi and xii.

ENGELHARDT, FRED. *Public School Organization and Administration*, chap. iii.

ENGELHARDT, N. L., and ALEXANDER, CARTER. *School Finance and Business Management Problems*, Problem 18.

JUDD, C. H., and others. *Rural School Survey of New York (Administration and Supervision)*, chap. iv.

MENDENHALL, EDGAR. *The City School Board Member and his Task*, Divisions 1, 2, and 8.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Evolution of the Board of Education

1. Endeavor to find evidence which will enable you to contrast with conditions today the attitude of a board of trustees of a private corporation a generation ago in regard to its functions.

2. Contrast the attitude in regard to its functions of a school board a generation ago with conditions today.

3. Describe the earlier lay administration of schools.

4. Discuss the development of standing committees in conducting school business.

5. Trace the evolution of the office of clerk or secretary to the board of education.

6. Discuss the modern board of education and its relation to the electorate.

B. Modern Legislative Control of Local Schools

1. What is the effect on the schools of selecting board members by ward?
2. What cities are permitted under law to select their school boards by ward?
3. What seems to be the best plan for electing school-board members?
4. How should prospective candidates for the board of education be nominated and selected?
5. What qualifications should be established for membership on a school board?
6. State the accepted principles relative to the size of school boards, and the tenure and qualifications of the members.
7. Mention the varied practices now in vogue in the different states in this regard.
8. Name a city school system without a board of education; how are its schools controlled?
9. State the various practices in the country at large in regard to the payment of members of school boards.

C. Kinds of School Boards

1. Which have the more extended powers, urban school boards or rural school boards?
2. Discuss the relationships established by school and municipal laws between the school boards in city school systems and the municipal authorities.
3. Analyze the relation of rural school boards to the county officials; to the electorate.
4. Compare school boards in county corporate school districts with school boards in counties that are not corporate school districts.

D. School Boards and the Modern Trends in Government

1. Should the educational profession be represented on school boards?
   CASE 1. A teacher or principal employed in the system.
   CASE 2. An "educator," a local resident, but employed in another school system.
   CASE 3. An ex-school-teacher or a retired teacher.
2. On what grounds do certain authorities on municipal government and city officials justify their contention that school boards are no longer necessary?

3. Is the practice of operating schools through boards of education consistent with the modern trend in government?

4. Are public interests adequately safeguarded through their representation on school boards?

5. What plan of government is recommended as better than the board of education?

6. What is the theory underlying the plan of operating public schools through the board of education?

OBJECTIVE QUESTIONS AND PROBLEMS

1. Boston appointed the first "committee on visitation" for the schools during the year 1721.

2. Massachusetts took the final step in the evolution of a district school board during the year 1826 by ordering each town to elect a separate "school committee."

3. Number the professional activities listed below in the order in which they were delegated to the "school committee."

2 Visitation and inspection of the work of teachers.
1 Certification of the teachers employed.
3 The right to employ the teachers.

4. The words under *a* represent one of the significant recent tendencies in the organization of school boards in reference to the management of the schools. Name three others.

a. *Delegation of administrative functions to professional staff.*

b. [illegible]

c. _____

d. _____

5. The various research investigations recently made regarding the functions and duties of school boards and their official staffs have approached the subject through the following channels:

a. *Analysis of the school laws.*

b. Questionnaires to [illegible]

c. _____

d. _____

6. The two recently published books designed primarily for school-board members are:

Author	Title	Year of Publication
a. _____	_____	_____
b. _____	_____	_____

7. Unless a clear distinction is made between the _____ functions of the board of education and the _____ duties of the superintendent, inefficiency is bound to result.

8. [_____] At the present time there is rather general uniformity throughout the country regarding the administrative functions to be left to the boards of education.

9. [_____] Progress in the work of the schools is greatly influenced by the personnel of the board of education.

10. [_____] The former plan of having each ward in a city represented on the school board has gradually been given up entirely.

11. [_____] Reorganization of school systems has resulted in an increase in the total number of members of school boards in the country.

12. [_____] The length of service of a member of a school board varies directly with the number of members on the board.

TOPICS FOR INVESTIGATION

1. Prepare a study of the school board in the community in which you reside for a period of years, as to tenure, education, public interest, competence, and the careers of the members and the contribution which they have made to an improved educational program.

2. Review *The Social Status of School Board Members,* by G. S. Counts.

3. Contrast the powers and duties of rural and urban school boards in your state.

4. If there is a "State Association of School Boards" in your state, prepare a critical report of their proceedings for the past two meetings.

5. Prepare a report on the plan of administering public schools in St. Paul; in Minnesota; in Chattanooga, Tennessee.

6. Discuss the modern plans projected for the government of cities and note the effect the proposals will have on the administration of public schools.

7. Contrast a board of education with the board of trustees of a higher institution and a large private corporation.

8. Analyze the articles on school boards which have appeared in the *American School Board Journal* for the past five years.

9. Analyze the articles written by school-board members and published in the *American School Board Journal* for the past five years.

10. Prepare a factual report showing the change in the number of women representatives on the school boards of your state.

TOPIC 5a

The Work of Boards of Education

"The Board of Education reserves to itself the legislative and appraisal functions.

"The Superintendent of Schools shall be the executive officer of the Board of Education. He shall initiate changes in both policies and means of procedure and shall present them, with his recommendations, to the Board of Education for consideration and approval. After approval by the Board of Education he shall be responsible for placing into operation the means through which such policies may be made effective. . . . The divisions of the executive function which shall be delegated are administration, instruction, child accounting, archival records, operation and upkeep of the school plant, finance, and informational service. All other activities shall be under the immediate direction of the superintendent. . . . Each of the specialized agents or agencies which, because of the factor of size, become essential to the best working of plans and procedures shall be regarded from the larger executive function and therefore, for purposes of administration, directly and completely under the control of the executive in respect to selection, reporting, and dismissal. All selections and dismissals are subject to approval by the Board of Education in accordance with law."[1]

READINGS AND REFERENCES

ALMACK, J. C. *The School Board Member*, chaps. ii and vii.
DEFFENBAUGH, W. S. *Certain Practices in City School Administration.*
ENGELHARDT, FRED. *Public School Organization and Administration*, chap. iii.
ENGELHARDT, N. L., and ENGELHARDT, FRED. *Public School Business Administration*, chap. ix.
GANDERS, H. S. *Personnel and Organization of Schools in Small Cities.*
MCGAUGHY, J. R. *The Fiscal Administration of City School Systems*, Appendix A.
MENDENHALL, EDGAR. *The City School Board Member and his Task.*
OLSEN, H. C. *The Work of Boards of Education*, chap. i.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Functions of School Boards

1. Should members of a school board commit themselves, outside of board meetings, on school issues relating to pupils, teachers, or parents?

[1] *The Public School Code of the Hamtramck (Michigan) Public Schools*, Research Series, No. 2 (1927), pp. 16, 19, and 20.

2. Can a member of a school board bind the board to contracts made by him without the sanction of the board?
3. Contrast a school policy with an administrative act.
4. In what sense are school boards responsible to the state?
5. What responsibilities has a school board to the electorate in the district?
6. What desirable relationship should obtain between the school board and the employed personnel?
7. What are the functions of school boards as designated in law?
8. Are school laws inconsistent with desirable practice in reference to the responsibilities and duties of school boards?
9. What should be the functions of the board of education?

B. Organization of a School Board for Service

1. What are the duties of the president?
2. What are the duties of the secretary? of the treasurer?
3. Which officer of the board of education has in many school systems become in practice the administrative officer?
4. What are standing committees?
5. Discuss the place of committees in school-board activities.

C. The Change from a Lay to a Professional Directing Head of the Schools

1. When was the first board of education selected?
2. Trace the history of the ex-officio members of school boards.
3. Point out some developments in education that have made it practically impossible for lay school boards to act without professional advice.
4. Which activities did school boards first delegate to professional officers?
5. Why have school boards reluctantly placed financial responsibilities on the professional staff?
6. Outline the attitude that the individual members of a school board should have toward their position.
7. Do outstanding men and women refuse to run for membership on a school board?
8. Is it necessary for school-board members to learn their duties?

9. Mention some of the factors which brought about the need of a professional head to direct school affairs.

10. Discuss the close interrelationship between business affairs and educational affairs.

11. Point out the need of professional service in the operation of a school system on a factual basis.

12. Give evidence to show the inefficiency and waste involved in the lay administration of schools.

OBJECTIVE QUESTIONS AND PROBLEMS

1. Name the three most important functions of a school board:

a. _____

b. _____

c. _____

2. Below are a number of activities carried on in school systems. Indicate with an *A* those which are administrative functions and should be delegated to the superintendent for execution and with a *B* those which are policies and should be determined by the school board.

Record here	**Activities and Policies**
A	*a.* Decide what library facilities shall be provided in the different schools.
A	*b.* Ascertain the library facilities needed in each school.
B	*c.* Decide the salaries to be paid to physicians for school-health services.
A	*d.* Provide public lectures and concerts.
B	*e.* Determine the amount of space that shall be provided for school museums.
B	*f.* Determine the qualifications of census enumerators.
B	*g.* Determine the annual bonus to be given to teachers for attendance at summer schools.
A	*h.* Accept or refuse resignations from members of the instructional staff.

3. From the following list of duties and responsibilities select those which belong to the superintendent and those which fall upon the board of education:

S *a.* The authority to nominate to the board for appointment all assistant executive officers as well as principals, supervisors, teachers, and other employees.

b. The approval of all transfers within the budget.
c. The responsibility for planning the future needs of the school plant.
d. The initiation of all new policies.
e. The exercise of legislative authority.

4. In more recent revisions of school law the superintendent is recognized as the _____ of the board with power to _____ and to _____; but _____ action continues to rest with the board.

5. [_____] Students of education believe that no officer of the board of education should receive compensation because of the fact that he is a member of the board.

6. The first and foremost duty of the board of education is that of selecting a well _____ of the highest type.

7. McGaughy found that the median salary paid to members of a school board, where the practice is followed, is _____ a year.

8. The office of treasurer may be held by a member of the school board, or in some _____ the _____ _____, the _____ _____, or some person not a member of the board but employed by them may be authorized to perform the duties of this office.

9. The office of _____ is the only one in which the incumbent should be _____ responsible to the board of education.

10. There is a _____ correlation between the size of school boards and the number of standing committees.

TOPICS FOR INVESTIGATION

1. Visit several school-board meetings in your city and report in detail the action and attitudes of the members, as well as of the professional staff present.

2. Analyze the articles in the local press and determine the extent to which the press supports the actions of the school board.

3. To what extent are the schools in your state administered by school boards? How would you investigate this problem?

4. Study the minutes of a school board of a local school district and report on the responsibilities assumed by this body as indicated by its actions.

5. Contrast the school laws of several states in reference to authority and responsibilities delegated to the school boards and their officers.

6. Analyze critically all the studies that have been made in which the functions of school boards have been analyzed.

TOPIC 6

The Board of Education and the Executive

"The Board of Public Education is charged by the law with the administration of the schools, but it is expected to meet its responsibility in this respect not directly but with the advice and through the agency of its chosen executive. The superintendent must be made responsible for the efficient discharge of the duties which clearly belong to him and he must be given the liberty of action and the assistance and support which are commensurate with such responsibilities."[1]

READINGS AND REFERENCES

CUBBERLEY, E. P. *Public School Administration*, chap. xiii.
ENGELHARDT, FRED. *Public School Organization and Administration*, chap. iv.
Department of Superintendence, *Official Report* (1928), pp. 83–107.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Statutory Provisions for Administration

1. Compare the legal responsibilities of the superintendent of schools with those of the school board.
2. Discuss the single-executive school organization.
3. Discuss the multiple-executive school organization.

B. Factors which have improved the Status of the Superintendent

1. Describe the educational-survey movement.
2. Discuss the researches in the field of educational administration that have been reported during the past quarter of a century.
3. Name the educational leaders who have promoted the interests of the superintendent of schools.
4. Describe the changes that have taken place in reference to the administration of the business affairs of a public-school system.
5. What corresponding changes have taken place in the administration of private enterprise?

[1] T. E. Finegan and others, *Philadelphia Survey*, Philadelphia, Pennsylvania. The Public Education and Child Welfare Association of Pennsylvania, Part II (1924), p. 18.

C. Rules and Regulations

1. Are rules and regulations necessary and desirable in the administration of a school system?
2. What are written instructions?
3. What principles should govern rules and regulations?
4. Who should formulate rules and regulations for the public schools?
5. How do rules and regulations differ from law?

D. One Executive for Each School System

1. What conditions should limit the size of a school district?
2. How many executives should be employed by a school board?
3. Should the treasurer have executive responsibility?
4. Contrast the power of the chief executive in an efficient private corporation with that of a superintendent of schools.

OBJECTIVE QUESTIONS AND PROBLEMS

1. Enumerate the four major aspects of the work of the superintendent of schools:

a. _____

b. _____

c. _____

d. _____

2. The unit type of city school system is one in which the _____ of the public schools is vested in _____ _____ _____ officer known as the _____ _____ _____.

3. The multiple type of city school system is one in which the city school system is vested in one or more executive officers in addition to the superintendent of schools, usually designated as "_____ _____," "_____ _____," "_____ _____" or the "_____ _____ _____."

4. Copy the following form in your notebook and classify the city school systems as the unit or multiple type.

City School System	Unit Type	Multiple Type
Detroit, Michigan		
New York, New York		
Philadelphia, Pennsylvania		
St. Paul, Minnesota		
St. Louis, Missouri		
Atlanta, Georgia		

5. [_____] Under no circumstances should the treasurer of the school district be responsible to the superintendent of schools.

6. [_____] Superintendents of schools have always held that full executive responsibility should be delegated to their office.

7. [_____] Where there are two executives of the board of education the responsibility for financial matters is usually delegated to the superintendent of schools.

8. [_____] There are no school systems in which the high-school principal is the executive officer of the school board.

9. [_____] No city school system has four more or less independent executive officers responsible directly to the school board.

10. [_____] The majority of incorporated school districts in the states of the Union are not large enough to employ even a part-time professional executive.

TOPICS FOR INVESTIGATION

1. Review *Proceedings of the National Association of Public School Business Officials* for the past five years, and interpret the attitude expressed toward the administration of local school systems.

2. Study the changes that have occurred in the responsibilities assigned to the superintendent of schools in the school districts in your state.

3. Trace the evolution of the power of the public-school executives as provided in school law.

4. Visit a number of school-board meetings and describe the work performed by the superintendent and the secretary of the board.

5. Study the rules and regulations of several school systems and discuss their characteristics.

6. Prepare a set of rules and regulations to govern the relationships between the school board and the superintendent.

TOPIC 7

The Superintendent of Schools

"In our discussion we may assume that the professional superintendent has acquired special training for that work; that he has had long and vigorous preparation; that he will apply his knowledge rationally, skillfully, and ethically; that he maintains definite standards and gives unmeasured service to the community in which he works."[1]

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KANDEL, I. L. *Twenty-five Years of American Education*, chap. vii.
Department of Superintendence, *Official Report* (1928), pp. 83–107.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Historical Background

1. Trace the evolution of the position of superintendent of schools.
2. Differentiate between the superintendent of schools and each of the following: the principal, the supervising principal, and the supervisor.
3. Differentiate between county superintendents in cases where the county is not a corporate school district and the superintendents in other types of school districts.
4. When was the first superintendent of schools appointed?
5. What methods of selecting superintendents of schools have been followed in the past?
6. Name some of the outstanding superintendents of schools who were active during the period 1875–1900; the period 1900–1925.

B. Present Status of the Superintendent of Schools

1. What is the training of the typical superintendent of schools in the county in which you reside?
2. Describe the typical older and typical younger superintendents of schools in your state.

[1] J. H. Beveridge, Department of Superintendence, *Official Report* (1928), p. 88.

3. What are the legal professional requirements for the position of superintendent in your state?
4. What are the legal requirements for the superintendents in the leading states?
5. What salaries are paid to superintendents of schools?
6. How do salaries paid to superintendents compare with those in other comparable professions?
7. Are superintendents of schools employed on a yearly basis?
8. Are contracts issued to superintendents by school boards?
9. How are county superintendents selected in your state?
10. What is the tenure of the superintendent of schools in your state?
11. What traits of personality are essential to success in the position of superintendent?
12. Name the desirable and undesirable features of the position of superintendent of schools.

C. The Department of Superintendence

1. What is the function of the Department of Superintendence?
2. Report on the proceedings of this organization for the past decade.
3. What responsibilities are assumed by the state organizations of superintendents?

D. Professional Training of Superintendents

1. When was the first course in public-school administration given?
2. Why is the high-school principal so frequently made superintendent?
3. When was the first book on public-school administration published?
4. What are the steps in the promotion of a superintendent of schools?
5. Review the bulletins of institutions training superintendents of schools and report on their training programs.
6. To what extent do school boards recognize professional training? Why?

OBJECTIVE QUESTIONS AND PROBLEMS

1. [_____] The median amount of training of superintendents in different-sized cities points directly to the fact that superintendents with more than an average amount of training are demanded in the largest systems.

2. [_____] The tenure of superintendents is approximately the same for all cities with more than five thousand population.

3. [_____] The contract of the city superintendent is usually for one year.

4. [_____] Most states provide tenure by law for the superintendent of schools.

5. [_____] Nearly half the superintendents now in office in towns having a population of over five thousand have had no classroom experience in teaching.

6. The majority of superintendents have been selected from among the _____ school _____.

7. Approximately _____ per cent of the superintendents (including county superintendents) in office today have the master's degree or equivalent professional training.

8. Copy and check the number in the following columns which most nearly represented the true situation in 1920 in reference to the median total experience, the median age, and the median salary of superintendents of schools in cities of five thousand and over.

Median Total Experience (Years)	Median Age (Years)	Median Salary
3	24	$1500
5	32	2000
10	36	2500
15	39	3000
20	42	3500
25	45	4000
30	49	4500

9. In his *Professional and Economic Status of the City Superintendent* Douglass reports that the highest salary received by a superintendent in the cities studied by him in 1920 was _____ dollars, and the longest tenure of any one superintendent was _____ years.

10. [_____] There was a time when certain cities elected their superintendent of schools.

11. The office of high-school principal was in _____ for a _____ _____ _____ in certain cities _____ the first superintendent of schools was appointed.

12. [_____] Superintendents of schools have in a measure been responsible for the laws defining their present professional status.

13. List the names and deeds of ten public-school superintendents in the United States who have achieved notable distinction.

TOPICS FOR INVESTIGATION

1. Analyze critically the legal functions and responsibilities of the various types of school superintendents in your state.

2. Prepare a life sketch of one of the outstanding superintendents of schools in your state.

3. Prepare the life sketch of W. T. Harris, W. H. Maxwell, or J. D. Philbrick.

4. Summarize the articles on qualifications of the superintendent of schools found in the issues of the *American School Board Journal* during the past few years.

5. Analyze critically the addresses given before the Department of Superintendence treating of the superintendent of schools during the past quarter of a century.

6. Study the training, experience, and service of the superintendent of schools employed in the schools in a section of your state.

7. Study the training, experience, and service of the county superintendents in several counties of your state.

8. Select a number of successful superintendents and trace their professional careers.

9. Outline a program of training which you would recommend a young man to follow who aspired to the position of superintendent of schools.

Notes

TOPIC 8

The Educational Program

The planning which is fundamental to the organization and administration of a public-school system may be divided among three heads: the educational, the plant, and the financial.

The educational program involves

The instructional services the schools are to render.

The associated activities essential to efficient school work.

The organization units and their administration, through which these services may be performed economically, efficiently, and effectively.

The plant program involves

The facilities necessary to meet the needs of the educational program.

The financial program involves

The plans and means for financing the educational and plant programs.

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ENGELHARDT, FRED. *Public School Organization and Administration*, chap. vi.

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MOEHLMAN, A. B. *Public School Plant Program*, chaps. i and ii.

SPAIN, C. L. *The Platoon School*, chap. ii.

The Public School Code of the Hamtramck (Michigan) Public Schools, chap. i.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. The Need of an Educational Program

1. What is meant by a *program*?
2. Contrast the educational program and the building program.
3. Contrast the regular educational program with the adult-education program.
4. What are the elements of an educational program?
5. What are the basic characteristics of good planning?
6. What factors make educational-program planning necessary?

B. Forces conditioning Changes in the Educational Program

1. How does the staff affect the program?
2. Contrast the curricula and the educational program.
3. How do school buildings affect the educational program?
4. How do laws affect the educational program?
5. How does the community affect the educational program?
6. Enumerate other factors which may modify the educational program.

C. The Organization and the Educational Program

1. In what manner is the organization of a school system modified by the educational program?
2. Give examples of changes in the educational program that have affected the organization of the local schools.
3. To what extent must the organization be studied when the educational program is to be altered?

D. Educational and Business Affairs

1. How are the educational and business affairs of a local school system differentiated?
2. What is a function?
3. What is an activity?
4. Name the functions which are difficult to class as educational activities or as business activities.
5. To what extent are the educational and business functions of a school system interdependent?

OBJECTIVE QUESTIONS AND PROBLEMS

1. [_____] A school building may be efficiently designed without considering the educational program it is expected to house.

2. _____ public-school systems in the state in which I reside maintain a junior college as part of the educational program.

3. Until just before the World War the "_____ plan" of school organization comprised the typical plan of organization to be found in a local school system in the United States.

4. The _____ year elementary school has been recently reduced to a _____ year school with the _____ as a coördinated part of the program.

5. Every subdivision in the administrative units of a public-school system creates new problems in _____ and in _____ the educational program.

6. In the smaller school systems the _____ year secondary school appears to lend itself to a simpler and better organization.

7. In the state in which I reside there are _____ school systems that operate junior high schools.

8. The educational affairs of a public-school system may be divided and classified into _____ major functions.

9. All the activities of a public-school system may be grouped as an activity which has to do with _____ _____.

TOPICS FOR INVESTIGATION

1. Study the printed reports of several city school systems and review the educational programs projected for the public schools.

2. Trace the history of school-building designs and show how the changes are related to modifications which have taken place in the educational program.

3. Trace the history of curriculum development and show how the changes are related to modifications which have taken place in the educational program.

4. Relate the changes that have taken place in the educational program to social and economic changes that have occurred during the last half-century.

5. Outline the development of the auxiliary services of public-school systems.

6. Study and report on the services rendered adults by the public schools in the various school districts of the state.

TOPIC 9

Principles of Organization and Administration

"We can conceive of no real organization, for instance, without a structure of some kind, without a definite plan. However work is apportioned, and by whatever means it is directed and carried out, we may be sure that the method must have definiteness. We may choose the wrong kind of men to do things, we may not plan to bring their work to them so that their time is most efficiently used, we may not use care that special skill is conserved; but if we have some plan that assigns definite duties, we have made a beginning in organization."[1]

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ENGELHARDT, FRED. *Public School Organization and Administration*, chap. vii.
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MOEHLMAN, A. B. *Public School Finance*, chaps. i, ii, and iii.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Purposes of Organization and Administration

1. What are the differences between organization and administration?
2. Define *management* and *administration.*
3. What is specialization?
4. What is functional organization?
5. What is functional analysis?
6. What is the purpose of an organization for operating public schools?
7. What is meant by *classification*?
8. What is democracy in administration?

B. Principles of Organization and Administration

1. Enumerate the important principles that apply to the organization and administration of a public-school system.
2. Which of the principles enumerated may be applied to city school systems and not to other types of school systems?

[1] L. C. Marshall, *Business Administration*, The University of Chicago Press (1925), p. 788.

3. What differences are to be found between the management of a public-school system and the management of any large private enterprise?

C. Controls affecting Organization

1. To what extent does the personal element affect organization?
2. What is leadership?
3. Is centralization of control in management desirable?
4. Discuss the range of services provided in the schools.
5. How does tradition affect the administration of a public-school system?

D. Types of Organization

1. Describe the line plan of organization, the staff plan, and the line-and-staff plan as they apply to public schools.
2. What is the committee plan of organization?
3. What is the district plan of organization?

E. Administrative Units

1. What are the administrative units in a public-school system?
2. To what extent does the wide range of activities carried on in the schools affect the type and number of administrative units?
3. What determines the subdivisions that shall be made in a public-school organization?
4. State whether administrative units are vertical or horizontal subdivisions of the school organization?
5. To what extent must the organization insure articulation and coördination in the management of the various organization units?

F. Planning an Organization

1. Enumerate some of the general mechanical characteristics essential to a diagram prepared to portray the organization for the administration of an enterprise.
2. List the advantages and disadvantages of the diagram as a means for indicating types of organizations.
3. Critically review the various organization diagrams found in any textbook on public-school organization and administration.
4. What steps are essential in planning an organization for the administration of a public-school system?

G. Organization and Expansion

1. How is the organization of a school system affected by expansion?
2. To what extent must an organization for the administration of a public-school system be flexible and amenable to change?

OBJECTIVE QUESTIONS AND PROBLEMS

1. The _____ element is the controlling factor in any enterprise, and the _____ determines the actual effectiveness of the administration.

2. Satisfactory working arrangements are made possible in the administration of an enterprise when _____ is associated with initiative and responsibility.

3. The personnel employed in a public-school system is made up largely of young men and _____.

4. In any organization the _____ the individuals with whom management is required to concern itself, the _____ _____ the organization may be made.

5. [_____] There are no professions that are not represented on the staff employed in a large city-school system.

6. The _____ type of organization is accredited to the _____ and frequently goes by that name, largely because of its supposed _____.

7. An attitude of mind attributed to the line type of organization precludes _____ and democratic coöperation and demands _____ _____ to instruction.

8. In the staff type of organization the executive assumes the rôle of _____.

9. [_____] The work involved in the administration of the business affairs of a public-school system is more efficiently carried on in a horizontal organization.

10. [_____] The committee plan of organization for carrying on school affairs is as ineffective as the standing committees of school boards.

11. [_____] A vertical plan of organization creates difficult problems of articulation.

12. [_____] Under the departmental plan of organization one would find a number of department heads of equal rank, each of whom is responsible directly to the board or to some board committee.

13. [_____] A strong supervisory organization is one in which the details of the work of teachers, principals, and clerks are specifically laid out and the supervisor's chief duty is to see that the work is carried out as directed.

TOPICS FOR INVESTIGATION

1. Select at least ten public-school surveys treating of the organization and administration and critically analyze the diagrams that have been presented.

2. Select a number of organization diagrams of private concerns and contrast them with typical organization plans devised for public-school systems.

3. Investigate the charge made by several groups of educational workers that public schools are "over-organized."

4. To what extent do the various controls operate to curtail progress in the organization and administration of public schools in your state?

5. Discuss the research that has been carried on in the study of organization for the administration of public schools.

6. By preparing diagrams show the organization for the administration of all major functions carried on in a public-school system in a school district having a population of about three thousand people.

Notes

TOPIC 10

Personnel Management: Qualifications and Appointment of Professional Personnel

Personnel management is a major function of administration. No enterprise can succeed unless the significance of human relationships is fully appreciated by the officials who are in charge.

Personnel management treats of those problems which have to do with the selection of personnel, with the direction, coördination, and evaluation of their efforts, and with the individual welfare of all persons associated in the conduct of the enterprise. The aim of personnel management is to secure a maximum enthusiastic service, with a minimum of effort, friction, and regulation and with proper regard of individual well-being.

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ENGELHARDT, FRED. *Public School Organization and Administration*, chaps. viii and ix.
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REEDER, W. S. *Business Administration of a School System*, chap. xvii.
STRAYER, G. D., ENGELHARDT, N. L., and others. *Problems in Educational Administration*, Problems 103, 104, 113, and 116.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Composition of Personnel employed in Public Schools

1. Tabulate the various professions represented among the persons employed in a public-school system.
2. Tabulate the various skilled and unskilled persons represented on the pay roll of a public-school system.
3. Classify the various positions of a public-school system according to the training required, the salaries paid, and the relative desirability.
4. Tabulate the various professional and other workers represented among those employed occasionally or on part time by school boards.
5. Select any private corporation with which you are familiar and contrast its roster of employees with that of a comparable school system.
6. Compare the employees of large municipal departments with those engaged in the public schools.

B. Responsibility for Personnel

1. Enumerate the various agencies which have to do with various groups of employees of the school board.
2. Describe a city civil-service commission, its functions and duties.

C. The State and Personnel

1. What are the purpose and functions of state certification of teachers?
2. Are workers in other professions certified by the state?
3. Are private-school teachers certified by the various states?
4. Define the legal status of teachers in the several states.
5. Trace the history of certification of teachers in your state.
6. What agencies other than the state educational offices may certify teachers?
7. Are teachers' certificates specialized and specified?
8. What teacher-certification powers should a local school system enjoy?
9. Describe all the certificates issued to educational workers in your state.
10. Under what circumstances may a teacher's certificate be annulled?
11. What reciprocative teacher-certification arrangements are made among the several states?
12. What legal restrictions other than training are fixed in law for teaching?
13. What is a teacher's contract?
14. Describe the provisions of a teacher's contract.
15. Why should a state refrain from issuing life certificates to teachers?
16. Outline the administrative practices followed in your state for issuing teachers' certificates.

D. Employment of Teachers

1. What special requirements do local school boards establish for candidates for teaching positions?
2. May school boards increase the requirements for local employment in excess of those established by the state?
3. What percentage of the various groups employed in a public-school system are men?

4. Account for the conditions which exist in this regard.

5. What is the general attitude among school boards toward employing married women teachers?

6. From which social and economic groups are teachers generally recruited?

E. Methods of Selecting the Personnel

1. Discuss the various sources from which teachers and other staff members are secured by local school systems.

2. Discuss the responsibilities of the superintendent in reference to selection of teachers.

3. Should principals participate in selecting teachers?

4. Evaluate the various techniques used in selecting teachers.

F. Personnel Department

1. What are the functions of a personnel department?

2. How should such a department be organized?

3. Outline its duties in detail.

G. Professional Ethics

1. What procedures are ethical for a teacher to follow in seeking a position?

2. When may a teaching contract be broken?

3. When should a teacher ask for a release from a signed contract?

4. Is a code of ethics for the teaching profession desirable?

OBJECTIVE QUESTIONS AND PROBLEMS

1. The percentage of men employed in public-school systems approximates 5, 10, 15, 20, 25, per cent of the whole number of professional employees.

2. Studies made to date show a _____ correlation between success in teaching and intelligence.

3. In 1926 _____ states issued all teaching certificates.

4. [_____] The practice of issuing life certificates to teachers can be defended as a professionally sound practice.

5. The teacher's right to hold a position is a _____ right fixed by the school board, whose authority to contract is usually expressed in _____.

6. Teachers ask for release from contracts on account of _____ more than for any other reason.

7. [_____] Educational experts recommend strongly the employment of the "home" teacher whenever possible.

8. [_____] The appointment of teachers on the basis of competitive professional examination is the best way to insure a well-trained and well-qualified teaching corps.

9. [_____] Except in very large cities, the tendency has been to abandon the local city training schools for elementary teachers.

10. [_____] Providing an adequately educated and trained teaching force for the schools of the state is essentially a responsibility of the state authorities.

11. [_____] Teachers should be appointed for specific positions and not merely to the staff of the school system.

TOPICS FOR INVESTIGATION

1. Review the history of teacher certification in your state.

2. Review the studies that have been made to test out the validity of the criteria used to pass on the qualifications of applicants for various positions.

3. Select a personnel department and analyze its organization and duties.

4. Prepare a plan for the selection of personnel which may be followed in a small school system.

5. Trace the history of the training program for any one professional group engaged in public-school work.

6. Prepare a paper setting forth the arguments for and against the married woman teacher.

7. Analyze the opportunity for men in the various fields of public-school work.

8. Study and analyze the specific certification requirements for the various educational positions in the several types of districts in your state.

9. Analyze critically the codes of ethics prepared for teachers by the educational associations in the various states.

TOPIC 10a

Personnel Management: Permanence in Service, Compensation, and Retirement of the Professional Personnel

"Substantial progress has been made in providing American classrooms with capable teachers. We have come a long way from the time when teachers were recruited from the ranks of indentured servants and persons of questionable repute.

"Preliminary to everything else, the public in general must take a new attitude toward the teacher.

"Essential facts will be obtained about the make-up of the nation's personnel.

"Facts will become the basis of a broadly conceived coördinated plan for the training of teachers.

"The hampering and morale-destroying influences which now afflict teaching service will be removed.

"State laws regulating the employment of teachers will be based on the assumption that teaching is a permanent form of service.

"Teachers will be selected because they possess the personality and the training necessary for effective teaching.

"We shall adopt schedules of compensation for teachers that fully justify capable young men and women in looking forward to the work as a life career."[1]

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STRAYER, G. D., ENGELHARDT, N. L., and others. *Problems in Educational Administration,* Problems 105–114.
STUDENSKY, PAUL. *Teachers' Pension Systems in the United States.*

[1] *Research Bulletin of the National Education Association,* Vol. IV (1926), No. 4, pp. 175–178.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Tenure of Various Professional Groups in Public-School Service

1. Does the annual contract affect tenure?
2. To what extent have school boards dismissed employees unjustly?
3. To what extent have teachers violated their contracts?

B. Tenure Legislation

1. What were the causes for the nation-wide movement for tenure legislation?
2. Describe in detail a tenure law.
3. What professional staff members are excluded in tenure laws? Why?
4. How have tenure laws affected the administration of public schools?
5. Is the theory that underlies the tenure laws sound?

C. Turnover in the Educational Profession

1. What is turnover? How is it measured?
2. When is turnover detrimental to effective administration?
3. Would the same percentage of turnover have the same effect in all school systems irrespective of the type of organization? Explain.
4. Contrast separations from a system with transfers within the system.
5. How does tenure law affect turnover?
6. Evaluate the effects of turnover of the various groups of the staff on a school system.
7. To what extent is turnover avoidable?
8. To what extent is turnover inherent in the school-district organization in a state?
9. To what extent does the predominance of women in the profession conduce to excessive turnover?
10. To what extent may a carefully prepared personnel program avoid the unsatisfactory effects of turnover?

D. Salaries Paid in the Educational Profession

1. Compare the salaries paid to the various professional groups employed in public schools.
2. Compare the salaries paid in the educational profession with those paid in other comparable fields of endeavor.

3. Can you account for the differences?
4. Compare the present salaries paid in the educational profession with those paid during past periods.
5. What proportion of the public-school budget is expended on salaries?

E. Salary Schedules

1. Define a *salary schedule.*
2. Describe the various kinds of salary schedules.
3. What is the difference between a salary scale and a salary schedule?
4. Enumerate and discuss the various factors affecting salaries.
5. List the arguments for and against the single-salary schedule.
6. Is the single-salary schedule sound in principle?
7. How do supply and demand affect salaries?
8. What fundamental principles should underlie all salary schedules?
9. To what extent is merit recognized in salary schedules?

F. Administration of Salary Schedules

1. How should the personnel department function in relation to salary schedules?
2. How can the salary schedule be used as a supervisory technique?
3. How should a salary schedule be prepared?
4. To what extent can a small school system adopt the single-salary schedule?
5. How are salary schedules usually prepared?

G. Retirement of Members of the Educational Profession

1. Can a state-wide retirement law be defended?
2. Describe the retirement law in your state.
3. Contrast retirement of employees in public service with retirement of employees in private corporations.
4. Who should carry the cost of retirement?
5. What are the disadvantages of a retirement law to teachers?
6. Compare the retirement plans of the various states with local-district retirement plans.
7. What effect has a retirement law on salary?
8. What constitutes a sound retirement policy?

9. What should be the provisions of a retirement law?
10. What provisions are made in retirement laws for disability while in service?
11. Are retirement provisions equally beneficial to all school employees?
12. What retirement loss occurs when a teacher goes from one state to another?
13. What effect does a retirement law have on the administration of schools?

H. Administration of Retirement Laws

1. Outline the various plans followed in the administration of teacher-retirement laws.
2. How are payments made to the retirement funds?
3. Outline the sources from which the income of the retirement funds is received.
4. What is done with the income from retirement funds?

I. Trend in Retirement Laws

1. What is the general trend in revisions of the laws for retirement of teachers?
2. What changes in the retirement laws should be advocated?

OBJECTIVE QUESTIONS AND PROBLEMS

1. [---T--] Life-tenure laws have a tendency to develop a self-satisfied, unprogressive teaching force.

2. [---T--] Most students of educational administration recommend indefinite tenure after a sufficiently long period of probationary service.

3. [------] The appointing power of an executive is more important than his removing power.

4. [------] Objective techniques in the supervision and rating of teachers will not aid materially in avoiding the undesirable situations that arise under life-tenure laws.

5. [------] State tenure laws should not apply to principals and superintendents.

6. [------] It is doubtful whether the real wages of teachers have increased within the last fifteen years.

7. [ ] It has been shown that the average income of teachers is nearly the same as the average income of all persons gainfully employed in 1926.

8. [E] The maximum salary should be reached about the time when the plane of maximum efficiency without additional study is reached.

9. [T] A uniform salary schedule assumes that all employees of equal rank and experience are approximately of equal worth.

10. Select the items in Column A and match them with the proper items in Column B.

Column A	Column B
1. Single-salary schedule	[3] Attaching different salaries to positions and promoting from the lower-paid to the higher-paid.
2. Salary grants based on grades in the service.	[2] Establishment of grades in the teaching service, with a different salary schedule for each.
3. Graded salaries based on tenure or position.	[4] Additional salary grants for evidences of increased scholarship or professional preparation.
4. Additional salary grants for study	[5] Grading teachers on the basis of estimated efficiency.
5. Salary grants based on efficiency	[1] Salaries based primarily on training and service.

11. Enumerate four causes for the yearly demand for teachers in a local system:

a. Marriage to the profession

b. Failure to teach [illegible]

c. Death

d. Dismissed for the good of the system

12. The most vital factor conditioning the hiring of good teachers and principals is an adequate [illegible].

13. A single-salary schedule provides the [illegible] for the [illegible] years of service and the position held.

TOPICS FOR INVESTIGATION

1. Study the salaries paid to teachers in the various types of school districts in your state.

2. Study the trend in salaries paid to superintendents of schools in your state.

3. Procure at least five salary schedules and critically review the provisions recorded in them.

4. Analyze and evaluate the various provisions of salary schedules which endeavor to recognize merit.

5. Critically review the various research studies that have been made in the field of turnover.

6. Study the tenure laws of several states and compare their provisions.

7. Study the transfer of staff members within a city school system for a period of years and compare your findings with the facts on turnover.

8. Study and report on the operation of the retirement law in your state.

9. Study and report on the operation of the tenure law in your state.

10. Review the various plans followed in school systems for rating teachers.

11. Critically review the recent studies that have been made of teachers' salaries.

TOPIC 11

Organization and Administration of Elementary Schools

"Each educational unit of American education is increasingly recognizing that it has its own peculiar contribution to make to the educational process as a whole. These special functions or contributions then become the immediate objectives. Is it possible to formulate out of the best practice of the school systems of the country what has come to be recognized as the peculiar work or function of the elementary school unit? . . .

"Advance the child, although by no means perfect him, in his ability to read, write, and speak correctly the English language, and to know and to use intelligently the elementary processes of arithmetic.

"Advance the child in his ability to know and to observe the laws of physical and mental health and well-being and to appreciate the meaning of life and of nature.

"Advance the child in his ability to know and to appreciate the geography and history of his own community, state, and nation, and of the world at large; to sense his share in the social, civic, and industrial order of such a democracy as ours, and to meet to the full the obligations which such knowledge and appreciation should engender, to the end that justice, sympathy, and loyalty may characterize his personal and community life.

"Advance the child in his ability to share intelligently and appreciatively in the fine and the useful arts through the pursuit of music, drawing, and literature; of manual training and the household arts as they are related to the three great universal needs of food, clothing, and shelter."[1]

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[1] Seventh Yearbook of the Department of Superintendence (1929), p. 82.

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TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Evolution of the Elementary-School Unit

1. Describe the early colonial schools.
2. Trace the development from the departmental elementary schools to the formalized graded schools.
3. How long was the transition under way?
4. What dates record the outstanding developments in elementary education in the United States?

B. The Elementary School before 1900

1. Trace the evolution of the elementary school in terms of the school building.
2. Trace the evolution of the elementary school in terms of the internal organization.
3. Trace the evolution of the elementary school in terms of the curriculum.
4. Describe the various attempts that were made to improve the organization of the elementary schools before 1900.
5. What grades of schooling were included in the earlier elementary schools?
6. Classify the changes which you enumerate.
7. How was the elementary school administered before 1900?
8. Describe the various changes in the number of years of work which were designated as elementary.

C. The Twentieth-Century Elementary School

1. Describe the modern elementary-school building.
2. Is there a typical modern elementary-school organization?
3. Describe the various factors that have modified the elementary school during this century.

4. Contrast the various unique plans followed in different school systems in the organization and administration of the elementary schools.
5. Contrast the internal administrative practices in the elementary schools of today with those before 1900.

D. Adjusting Schools to Individuals

1. Describe the various plans followed in the organization of elementary schools to meet the needs of the normal group of children.
2. What provisions are made for the atypical children?
3. Describe the various kinds of special schools and classes.
4. How has the improvement of instructional materials affected the organization of the elementary schools?
5. Who were some of the pioneers in the movement to individualize instruction?

E. The Elementary-School Unit

1. What constitutes the elementary-school unit?
2. Contrast the kindergarten-primary unit and the nursery school.
3. Compare the eight-year and six-year elementary schools of today.
4. What efforts are being made to articulate the elementary units with other administrative units?

F. Teachers in Elementary Schools

1. What has been the trend in requirements of training for elementary teachers?
2. What experimental work has been done in reference to the size of classes and the teaching load?
3. Differentiate between special and regular teachers.
4. Has the reorganization of the elementary school affected the nature of the work of the teacher?
5. What is meant by a *key teacher*; by *the teacher as a specialist*?

G. The Elementary-School Principal

1. Trace the evolution of the office of the elementary-school principal.
2. What is the present professional status of the elementary-school principal?

3. How are principals selected?
4. What are the professional duties of elementary-school principals?
5. What is the professional training of elementary-school principals now in service?

H. Consolidation of Elementary Schools

1. To what extent does the one-room school prevail in your state?
2. Is there a need of consolidation of school districts as well as schools within districts?
3. What legal provisions are made for consolidation in your state?
4. What has been the trend in consolidation in your state in recent years?

I. The Elementary School of the Future

1. What is the trend in elementary-school organization and administration?
2. What new factors are entering in to modify elementary-school organization?
3. To what extent will functional differentiation of work and specialization modify the training of elementary-school teachers?
4. To what extent will the improvement of instructional materials alter the organization of the elementary schools?

OBJECTIVE QUESTIONS AND PROBLEMS

1. Copy the form in your notebook and fill in the blank spaces for each of the three outstanding educational leaders listed:

Name	State	Date	Position
Horace Mann	Mass	1837	Sec. of State Mass.
Henry Barnard			
John D. Pierce			

2. The Lancaster plan (or monitorial school, as it was called) was a _____ teacher school with an enrollment of from _____ _____ to a _____ pupils.

3. The elementary graded school building and organization had its inception in the planning of the _____ school in _____, in _____. The first principal was _____, who later became superintendent of schools in Boston.

4. Copy the form in your notebook and fill in the blanks with the number of years of schooling prevalent during the period 1825–1875 in the elementary schools in the specified section of the country:

Section	Number of Years in Unit
New England	_____
Central and Western states . . .	_____
South	_____

5. The publication in 1909 of _____ _____ _____ _____, by L. P. Ayres, awakened general public and professional interest in the organization of the schools.

6. It was about _____ that it was generally admitted that grades seven and eight should be considered an essential part of secondary education.

7. The "work, study, play" plan of elementary-school organization which originated at _____ _____, is comparable to the "_____ school" or to the "_____ school."

8. By 1924 there were _____ cities in _____ states which had adopted the platoon idea and were applying it in different ways.

9. The first organized effort to individualize instruction is accredited to _____ _____, formerly president of the _____ State Normal School.

10. The promotional criteria most generally used as the basis for promotion are _____ _____ associated with a number of other factors. Some of these are (1) _____, (2) _____, and (3) _____.

11. The kindergarten was founded by _____ _____. Other names associated with child study after 1890 are (1) _____, (2) _____, and (3) _____.

12. The first American type of kindergarten was established in Boston in _____. In _____ the city of _____ was the first to add the kindergarten to the public schools.

13. The first publicly supported nursery school was established in _____, _____.

14. Copy the form in your notebook and supply two or three pertinent items to characterize each of the aspects of the evolution of the American elementary school during each of the suggested periods.

	1620-1700	1700-1750	1750-1800	1800-1850	1850-1900
1. Organization of the school					
2. Content of the curriculum					
3. Qualification of teachers					
4. Salary of teachers					
5. Ages of compulsory attendance					
6. Administration and supervision					

TOPICS FOR INVESTIGATION

1. Sketch the lives of several of the earlier educational leaders who contributed to the development of the elementary schools.

2. Review the various plans projected before 1900 to improve promotional practices in the elementary school.

3. Contrast the Gary plan of elementary-school organization, the Detroit plan, and the Winnetka plan.

4. Report on the various types of elementary-school organization in your state.

5. What changes have been made in the organization of the work of the one-room schools in your state?

6. Investigate the progress made in your state in the consolidation of schools.

7. Describe the various types of special schools provided for in the laws of your state.

8. Describe the various types of special classes and schools in operation in the public schools in your state.

TOPIC 12

Organization and Administration of Secondary Schools

"Secondary education in America began about three centuries ago with the Latin-grammar school, which served a small portion of only one of the sexes, with a course restricted to the classics and with an eye single to college preparation. It was followed by the academy, an institution committed to a more generous service, inclusive of both sexes and of both college-going and non-college-going groups. Being, however, in vital respects a private school, it was less responsive to the general need and less well adapted to our democratic institutions than its successor, the public high school. The high school has continued the functional development begun in the academy. Although it still has much to achieve before 'all the children of all the people' are in attendance, the proportion of the total population drawn into it is not equaled in the secondary schools by any other large nation. Popularization was accompanied by a horizontal expansion of the offering which has brought in subject after subject and curriculum after curriculum. The vocational types of content demanded by a democratized school have at last begun to appear in increasing variety. But secondary education has in recent years been expanding not merely in horizontal directions; it is extending vertically as well. It has reached downward to include the last years of the old eight-year elementary school, and is reaching upward to years formally regarded as the peculiar province of the college."[1]

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Seventh Yearbook of the Department of Superintendence, Part III.

[1] L. V. Koos, *The American Secondary School*, p. 45. Ginn and Company (1927).

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Expansion of Secondary Education

1. Trace the origin and history of the American high school.
2. Analyze the forces associated with its development.
3. What have been the changes in its aims and functions?
4. How have these changes affected the organization and administration of high schools?
5. What horizontal and vertical extensions have been made in secondary education?
6. To what extent has an effective articulation been developed between the secondary units and each of the other administrative units?

B. Reorganization of Secondary Administrative Units

1. What changes have taken place in the four-year high school and its administration?
2. Tabulate the various changes that have been made in the administrative units classified as secondary.
3. What forces have influenced changes in high-school organization?
4. Describe the junior high school and its administration.
5. Describe the six-year high school and its administration.
6. Describe the junior college and its administration.

C. Administration of the Secondary Units

1. Discuss the relation of the superintendent of schools to the administration of the secondary schools.
2. Outline a plan of organization for the administration of a small high school.
3. Outline a plan of organization for the administration of a large high school.
4. What changes have taken place in the administrative staff of the large high school?
5. What are the relations between the high schools and the public?
6. How are the public junior colleges administered?

D. The Secondary-School Principal

1. Trace the history of the secondary-school principal.
2. Contrast the junior-high-school principal with the senior-high-school principal.
3. Describe the responsibilities of a high-school principal.
4. Discuss the training of secondary-school principals.
5. Discuss the relation of the secondary-school principal to the superintendent, to the school board, and to the public.

E. Internal Organization of Secondary Schools

1. Enumerate the peculiar activities of a secondary school that must be organized and managed.
2. Describe the various plans followed for administering the internal affairs of a secondary school.

F. The Teaching Personnel

1. What is the professional status of high-school teachers?
2. What is the training of high-school teachers?
3. Describe the departmental organization of a high school.
4. To what extent do teachers participate in the administration of high schools?

G. The Pupil Personnel

1. How has the pupil personnel in secondary schools changed?
2. How have the changes modified the administration of the schools?
3. To what extent do pupils participate in the government of secondary schools?

H. Types of High Schools

1. Contrast the cosmopolitan high school with the specialized high school.
2. Describe various types of high-school buildings.
3. Discuss township and county high schools.
4. Discuss the problems of the small high school.
5. Discuss the problem of the small high school and the nonresident pupil.

I. The High School and Community Leadership

1. Describe the unique relationship of the high school and the public.
2. What are the responsibilities of the principal in this regard?

J. The State and the Administration of High Schools

1. Discuss the state as the accrediting agency.
2. Discuss state inspection of high schools.

OBJECTIVE QUESTIONS AND PROBLEMS

1. Although the high school is but _____ years old, the attendance in the secondary divisions of the public schools approximates the _____ mark.

2. In 1926 nearly _____ per cent of the young people who might have been expected to be in public schools were enrolled, and _____ per cent were attending either private or public schools.

3. Almost _____ per cent of the public high schools in the United States have an enrollment of two hundred or less.

4. Even today there are many sections of the country in which but _____ in _____ of those who enter the ninth grade reach the tenth year, and less than _____ graduate.

5. In _____ states some form of county school tax is levied which is used mainly for secondary-school purposes.

6. The country-wide adoption of vocational education was largely the result of the _____ _____ act.

7. Many of the small high schools could be justified at the time they were established, but change in _____ _____ and _____ in _____ removes the need for them.

8. The first junior college to come into existence was in connection with the high school of _____ _____ in _____. In 1928 there were _____ junior colleges throughout the United States.

9. The secondary-school teacher has exercised **some exclusive wide very little** influence on the content and method of the instructional work of the high schools.

10. It was not until about **1860 1900 1875 1847** that secondary education was universally regarded as an aspect of school work that warranted support from public funds.

11. The first separately organized junior high schools were established in _____ in the cities of _____ and _____.

12. The four most common types of secondary-school organization are (1) _____, (2) _____, (3) _____, and (4) _____.

13. In 1926 _____ per cent of the approximate total public high-school enrollment, of 3,800,000 pupils, attended high schools which had less than one hundred pupils registered.

TOPICS FOR INVESTIGATION

1. Trace the influence of the grammar school and the private academy on the public high school.

2. Discuss in detail the changes that have occurred in the internal administration of the secondary-school units.

3. Study the reorganization of secondary schools in your state and report on the various types now in operation.

4. Sketch the life history of the outstanding contributors to the development of secondary education.

5. Review five outstanding research studies that have contributed to secondary education.

6. Trace the change in enrollment in the various secondary grades and in the colleges in your state during the past twenty years.

7. Study the organization of administration of extracurricular activities in a number of high schools and summarize your findings.

8. Analyze in detail the relations of high schools and the other units of a public-school system to the central office.

9. Study the influence of the various standardized agencies in your state and the influence they have had upon the high schools.

10. Trace the junior-college development in your state and neighboring states.

11. Compare the administration of secondary education in the United States with European countries.

12. Trace the history of the influence that the state department of education has had on secondary education in your state.

TOPIC 13

Organization for Supervision

"The supervisor is an expert. He is the best-informed person in the school system with respect to existing conditions in his field and the person best equipped to solve the special problems which may arise. The supervisor is expected to be a constructive thinker who stands ready to contribute the results of his creative effort for the benefit of the entire school system. Not only is he charged with maintaining the existing levels of efficiency in instruction, but he has the further responsibility of organizing systematic attempts to improve the efficiency of instruction. It is also his duty to discover and conserve advances in instruction made by individual teachers or principals in the school system and to provide agencies through which these advances may be made of value to the system as a whole." [1]

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TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Purpose of Supervision

1. Outline the functions of supervision.
2. Differentiate between supervision and administration.
3. Prepare a classified list of supervisory activities.
4. Summarize the attitude of educational leaders in reference to supervision.
5. Relate the history of supervision.
6. Differentiate between methods of teaching and techniques in supervision.

[1] C. L. Spain, "A New Definition of the Functions of Supervision," *Elementary School Journal*, Vol. XXVI (1926), No. 7, p. 499.

B. Factors affecting Supervisory Organization

1. Discuss the following factors and the bearing they have upon the supervisory organization:

The training of teachers
The school building
The supervisory staff
The school organization
The internal organization within the schools
The personnel factor
The instructional materials
The pupil
The growth of the school system
The curricula
The research bureau

C. Supervision of the Associated School Activities

1. How are all the activities that are associated with the health program supervised and coördinated?
2. How are the extracurricular activities coördinated and supervised?
3. How is the library service supervised?
4. How are the evening classes supervised?
5. How is the supervisory work that is carried on in the various school units coördinated?

D. Supervisory Responsibility

1. What responsibilities do the principals in the different administrative units assume in the supervision of the instruction in the school buildings under their charge?
2. What are special supervisors? What are their duties?
3. What are general supervisors? What are their duties?
4. What is meant by *vertical supervisory organization*? by *horizontal supervisory organization*?
5. What training have supervisors had for their work?

E. Elementary-School Supervision

1. Study the diagrams in any book on administration or supervision and critically review the supervisory organization plans set forth.
2. What part do elementary principals play in the supervision of the schools?

3. Differentiate between a teaching principal and a supervising principal.
4. Differentiate between special supervisors and special teachers.
5. Contrast the various plans followed for supervising the primary grades.
6. How has the organization of the junior high school affected the organization for supervision in the elementary schools?
7. How has the individualization of instruction in elementary schools affected the organization for supervision?

F. Supervision in Secondary Schools

1. In what respects is supervision in the secondary schools different from supervision in the elementary schools?
2. In large school systems, which subjects are supervised by members of the staff located in the central offices?
3. What part does the high-school principal play in the supervision of instruction in the school assigned to him?
4. What part do department heads take in the supervision of instruction?
5. What is the attitude of the high-school teachers in regard to supervision?
6. What subjects in the high schools are supervised by state officials?

G. Supervision of Rural Schools

1. How are the schools in the open country supervised?
2. What is the teachers' institute, and what is its purpose?
3. What is a helping teacher?
4. To what extent are the typical county superintendents qualified to supervise, when their training and the duties they are required to perform are considered?

H. The State and Supervision

1. To what extent do state officials supervise the instruction in local schools?
2. Which subjects are definitely supervised by state officials? Why?

Public School Organization and Administration Syllabus

I. Organization for Supervision

1. Report on the supervisory organizations recommended in any survey that you have studied.
2. Discuss the various plans recommended for the organization of supervision in small school systems.
3. Compare the various plans of supervisory organization that are in operation in large school systems.

OBJECTIVE QUESTIONS AND PROBLEMS

1. [_____] One has little difficulty in distinguishing those functions of the superintendent that are supervisory from those that are administrative.

2. [_____] The number of school buildings in a school system has considerable influence on the effectiveness of the supervisory organization.

3. [_____] The teachers trained in different types of institutions show about the same attitude toward supervisory practices.

4. [_____] There is little agreement among superintendents as to the extent to which regular classroom teachers should be assigned the responsibility for teaching special subjects.

5. [_____] There is little scientific evidence available to show what are the most effective methods in the improvement of instruction.

6. [_____] The supervisory functions of the superintendents in large and small school systems vary greatly.

7. Among the cities of from 10,000 to 20,000 population the median number of school buildings per city is 6.4 and the median enrollment in these buildings is **303 500 260 470.**

8. Full responsibilities for supervision in elementary schools are being delegated _____ _____ ever to the building principals.

9. The principal of a modern elementary school is directly responsible to **the board of education the people of the district the superintendent the supervisors the assistant superintendent.**

10. Special supervisors were engaged by school districts when the subjects of _____ and _____ were introduced.

11. [_____] The supervisory organization of city school systems was radically modified after the junior high schools were organized.

12. The three major functions of a supervisor are _____, _____, and _____.

Organization for Supervision

13. The statement under *a* indicates the manner in which supervisory responsibility in the elementary school is assigned in one school system. Enumerate four other general practices.

a. Elementary-school principals are held responsible for the supervision of all instruction in their buildings.

b. _____

c. _____

d. _____

e. _____

TOPICS FOR INVESTIGATION

1. Prepare a plan of the supervisory organization now operating in a school district known to you, and suggest desirable changes.

2. Study the supervisory personnel employed in a public-school system and relate the training and experience of these persons to the work they do.

3. Study the supervisory organization of a school system and report on the plans devised for coördinating the work of the various members of the staff.

4. Study the school districts in your state and indicate the size of the districts which employ one, two, or more special or general supervisors.

5. Study teacher-training programs and report on the extent to which teachers are taught to coöperate with supervisors.

6. Discuss the functions that should be delegated to supervisors.

7. Discuss a plan for supervising instruction in a school district which has five small elementary schools of eight rooms each.

8. Study and describe the supervisory responsibilities assumed by the state department of education in your state.

Notes

TOPIC 14

Organization for the Administration of Pupil Personnel

"The public schools exist for the purpose of providing education for all the children who do not attend elsewhere, and they are charged with the duty of seeing to it that every child of compulsory school age attends school somewhere. In order to discharge these duties, the school officials need to know how many children there are of each age in the district, who they are, where they are, and whether or not they are attending school."[1]

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TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Attitudes regarding Attendance

1. Relate the history of attendance laws.
2. Describe the attitudes of various groups in a school district in regard to compulsory attendance.
3. What bearing has the various social legislation had on school attendance?
4. What is the purpose of attendance laws?
5. Do attendance laws apply equally in all the school districts of a state?
6. Describe the child-labor laws of your state.

B. Provisions of Attendance Laws

1. What are the compulsory-attendance ages?
2. What rights do parents have in reference to attendance enforcement?

[1] L. P. Ayres, *Child Accounting in the Public Schools*, Cleveland Education Survey, p. 13. Cleveland, Ohio, 1915.

3. What relationship exists between compulsory attendance and the private schools?
4. What are the legal regulations in regard to the length of the school day? the school year? excused absences? holidays?
5. What other provisions are expressed in the compulsory-attendance laws?

C. Organization for Enforcement of Attendance

1. Describe the organization for enforcement of attendance in small school districts as well as in large ones.
2. What are the duties of an attendance officer?
3. What are the duties of a visiting teacher?
4. What are working certificates? Under what circumstances are they issued?
5. What relation should the health service have to the enforcement of attendance?
6. What qualifications and training should attendance officers have?

D. Truant Schools

1. What is delinquency? truancy?
2. What special schools are provided for the truant?
3. Who is responsible for taking legal action against a parent whose child does not attend school regularly?
4. What is the relation between the courts and the schools?
5. Under what circumstances may a child be expelled from school?
6. When is a child a truant?

E. Records and Attendance

1. Relate the importance of records to attendance enforcement.
2. What records are basic to an adequate attendance administration?
3. What uses are made of child-accounting records.

F. Related Services and Attendance

1. What services are rendered by a child-guidance clinic?
2. Should guidance be a function of the attendance department?
3. Should an attendance department operate an employment service?
4. What other clinics of the schools are found to be serviceable in connection with enforcement of attendance?

G. The State and Attendance

1. To what extent do the state departments of education exercise responsibility in the enforcement of attendance?
2. In what way could the state offices be more serviceable in the enforcement of attendance?

H. The Pupil-Personnel Department

1. Outline an organization for a pupil-personnel department for a city school system.

I. Transportation

1. Is transportation an urban problem or a rural one?
2. What are the laws governing transportation in your state?
3. What state aid is granted for transportation in your state?
4. Outline some of the problems that confront a superintendent when planning the organization for the transportation of pupils.

OBJECTIVE QUESTIONS AND PROBLEMS

1. Complete and detailed records of the potential _____ _____ are fundamental to efficient enforcement of attendance.

2. The first public-school compulsory-attendance law was enacted in the state of _____ in _____.

3. Several of the major reasons why children leave school are (1) _____, (2) _____, and (3) _____.

4. The first organized agencies to insist on child-labor laws in order to protect children against exploitation and employment in unskilled and unhealthful occupations were the _____ _____.

5. The more important specifications for the issuance of working certificates are (1) _____, (2) _____, (3) _____, and (4) _____.

6. In districts in which kindergartens are not maintained the majority of children enter schools at almost ____ years of age.

7. Between the years 1870 and 1926 the percentage of pupils enrolled in public schools who attended each day that schools were in session has changed from _____ to _____ per cent.

8. The conventional idea has been that children are expected to walk a minimum distance not to exceed _____ of a mile to elementary school, _____ mile to junior high school, and _____ to senior high school.

9. In the state of _____ a law compelling all children to attend public school was enacted by state legislature in 1923.

10. In 1926 a total of over a million school children were conveyed to school in the United States and over _____ million dollars were expended for transporting them.

11. Pupils are transported distances ranging from _____ to _____ miles in the Northern states as well as in the Southern.

12. The visiting-teacher movement in public schools had its beginning about _____.

13. The establishment of _____, _____, and _____ clinics for the study of problem cases has made it possible to study the children for unhealthy traits of personality and undesirable emotional habits.

14. Guidance in its modern application applies not only to vocational interests but to _____ and _____ as well.

TOPICS FOR INVESTIGATION

1. Describe the plans for enforcement of attendance in operation in your state.

2. Select several states and contrast the laws which have to do with pupil personnel.

3. Select three different types of school districts in your state and present diagrammatically the organization for the administration of pupil personnel.

4. Report on the child-labor laws of your state.

5. What responsibility should the schools assume for adolescent youth who leave school?

6. Study the practices with regard to the enforcement of attendance in a number of districts in your state.

7. Discuss the "Twentieth Amendment" to the Federal Constitution which was proposed in 1922.

8. Prepare a paper showing the degree to which the schools have been responsible for truancy and irregular attendance.

9. Outline the functions of a pupil-personnel department.

TOPIC 15

The Health-Education Program

"Health is a possession which is acquired by the systematic coördination of all one's organs under the guidance of a nervous system that sends deliberate streams of energizing stimulation down to all parts of the body, bidding to coöperate in the maintenance of well being.

"To be sure there come times when the mechanism is hard put to it. The body may be invaded by bacterial enemies and there will have to be for a time the mustering of all the organic forces to do battle. There come times too when the exigencies of life call for protracted and unusual effort of the muscles. Long experience has shown that the best preparation for these emergencies is the systematic upbuilding of a well coördinated internal mechanism, not the highly specialized training of the legs and arms. . . .

"I am here to urge superintendents not to commit the health programs of their schools to narrow specialists. Health is the most fundamental of the virtues. Health is a general condition. Health is the right of the sensitive, most delicate child in the school. There is no more reason for leaving that part of the curriculum which deals with health to a narrow specialist than there would be to assign the training of pupils in the use of good English to a person who would approach his task from the point of view of an historical grammarian."[1]

READINGS AND REFERENCES

Cubberley, E. P. *Public School Administration,* chap. xxix.
Engelhardt, Fred. *Public School Organization and Administration,* chap. xiv.
Keene, C. H. *Physical Welfare of the School Child,* chaps. ii, iv, v, vi, and xvii.
Maroney, F. W. *Physical Education.*
Palmer, G. T. *A Health Survey of Eighty-six Cities.*
Rogers, J. F. *What Every Teacher should know about the Physical Conditions of her Pupils.*
Terman, L. M., and Almack, J. C. *The Hygiene of the School Child,* Revised Edition, chap. xxiii.
Wood, T. D., and Crowell, H. G. *Health Supervision,* chaps. i–v.

[1] C. H. Judd, "Health Education versus Physical Training," Department of Superintendence, *Official Report* (1925), pp. 68 and 69.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Development of Health Education

1. Trace the history of each aspect of health education.
2. Account for the fact that the various aspects of health work were not introduced into the schools at the same time.
3. What changes have occurred during past generations in the general attitude regarding health?
4. Tabulate and describe the various specialists who are interested in the public-school health program.

B. The Health-Education Program

1. Enumerate the various functions that comprise a well-rounded health-education program.
2. Develop an organization that shall be responsible for the program.
3. Enumerate all the phases of school work and related activities that have health implications and should be considered by those responsible for the health curriculum.
4. Discuss a plan for a health survey of school children.
5. Contrast health instruction with health inspection and health service.
6. What part should teachers play in the health program?
7. To what extent should schools provide health service?

C. The Administration of Health Programs

1. For what functions affecting health in public schools do various municipal departments have the responsibility?
2. Who should be responsible for the entire health-education program?
3. Plan an organization for the administration of health education in a small school district.
4. What public agencies have interests in the health of school children?
5. Which of these should coöperate with the schools?
6. Enumerate the staff which school districts of varying sizes should employ for carrying on the health program.

D. The State and Health

1. In what manner has the legislature in each state arranged for the administration of health education in the public schools?
2. Outline the legal provisions prescribing the responsibilities for the various health activities in the public schools of your state.

3. To what extent has the department of education in your state helped to develop health education in the public schools?

4. Diagram such of the relations which exist among the various state and county officials as have to do with health in the public schools of your state.

OBJECTIVE QUESTIONS AND PROBLEMS

1. There are at least _____ national organizations directly interested in child welfare.

2. As early as _____ certain private schools in New England had established work in physical education.

3. The early instruction in health was a formalized study of _____ _____, and _____ functioning.

4. The modern courses of study in health have directed attention to (1) _____, (2) _____, (3) _____, and (4) _____.

5. In 1928 there were _____ states which had passed legislation requiring physical education as a part of public-school work.

6. _____ is reported as being the first city to provide for physical examination for school children.

7. In a study of eighty-six cities it was found that there were _____ cities in which the time for a medical examination was less than two minutes per child.

8. It is an important task of educational leadership to coördinate the work of _____, _____, and _____ into a working group for the promotion of health activities.

9. It is as important to be concerned over the health of the _____ as of the _____.

10. One nurse cannot properly attend to the duties of her office if she is assigned to a school or district with more than _____ pupils.

11. With the establishment of the various specialists in health activities it no longer becomes necessary for the classroom teacher to assume responsibility for proper health conditions of the children under her charge.

12. By 1919 approximately _____ cities had provided medical inspection in schools.

13. The first school nurses were added to the public-school staff by _____ _____ _____ in _____.

14. The need for school health work was brought to the front during the _____ _____.

15. [_____] Health work in schools should be controlled and directed by the local board of health.

16. Name the three aspects of a good health-education program.

a. _____

b. _____

c. _____

17. The crucial position in effecting a good health-education program is held by the _____ _____.

18. Under *A* is given a list of books dealing with school equipment and building construction which are related directly or indirectly to the health program, and under *B* is given a list of authors. Copy the form and place opposite the authors the number corresponding to the book.

Number	A	B	Number
1.	*Public School Building Program Planning*	G. D. Strayer and N. L. Engelhardt	_____
2.	*School Posture and Seating*	H. F. Bennett	_____
3.	*Public School Plumbing Equipment*	F. I. Cooper	_____
4.	*Fresh Air and Ventilation*	M. W. Thomas	_____
5.	*Standards for Elementary-School Buildings*	C. A. E. Winslow	_____
6.	*Schoolhouse Planning*	N. L. Engelhardt and Fred Engelhardt	_____

TOPICS FOR INVESTIGATON

1. Study the organization for health education in several school systems and describe the plans in vogue for coördinating all the health activities.

2. Study a curriculum on health education planned for the elementary schools and critically review it in terms of all aspects of health teaching.

3. Investigate school reports to ascertain the prevalence of various defects in health among school children and the extent to which these are corrected.

4. Report on open-air schools.

5. Describe the various clinics in operation in a large school system and describe their work.

6. Present diagrammatically an ideal organization for the administration of health education in a public-school system.

7. Prepare a report on the organization and administration of secondary athletics in the public schools of your state.

8. Prepare a report on the different record forms used in public schools in the administration of health education.

9. Select and critically review several courses of study in health prepared by state departments of education.

10. Prepare a diagram showing the relation of all state, county, and local officials and private agencies interested in the health of school children and working in that field.

TOPIC 16

Administration of Library Service

"Library books are a good investment. They bring large dividends. They arouse new interests, open new visions, enlarge the horizon, stimulate imagination, and foster ambition. They may become a deciding factor in the choice of a vocation and in the ethical and moral guidance of boys and girls. They are necessary tools in the schoolroom. Rightly chosen and properly used, they help to make better citizens of boys and girls. Organized for quick and ready reference, they multiply the efficiency of every teacher."[1]

READINGS AND REFERENCES

ENGELHARDT, FRED. *Public School Organization and Administration*, chap. xv.
FARGO, L. F. *The Library in the School.*
KING, W. A. *The Elementary School Library*, chaps. iv and v.
KOOS, F. H. *State Participation in Public School Libraries.*
POWELL, S. H. *The Children's Library a Dynamic Factor in Education.*
REEDER, W. G. *Fundamentals of Public School Administration*, chap. xxii.
UHL, W. L., and others. *The Supervision of Secondary Subjects*, chap. xiv.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Functions of the Library

1. Enumerate the threefold function of the school library.
2. What activities should be delegated to the library?

B. Organization of Library Service

1. How are public libraries financed and administered?
2. Contrast public libraries and school libraries.
3. How should the school libraries be organized in the various schools?
4. Describe a plan for organizing libraries for elementary schools.
5. Describe a plan for organizing the library service for secondary schools.
6. Plan the organization of the professional library in a public-school system.
7. What principles of library organization should be applied to other school activities?

[1] Adeline B. Zachert, "Why School Libraries?" *Journal of the National Education Association*, Vol. XV (1926), No. 8, p. 244.

C. The Administration of School Libraries

1. Present diagrammatically a plan for the efficient and effective administration of the libraries in a school district.
2. Outline the personnel requirement for the adequate administration of a library service.
3. Outline a plan for selecting books.
4. What is a professional library in a school system?

D. Library Standards

1. Where should the library be located?
2. What equipment should a library have?
3. What administrative routine must be standardized in the use of the library facilities?
4. How should the library budget be prepared?
5. How large should the school library be?

E. The State and Library Services

1. Outline the part the state officials play in the administration of library services.
2. What state aid is given to libraries?
3. What is a state library? What are its functions?

OBJECTIVE QUESTIONS AND PROBLEMS

1. The administration of library service may be carried on either by (1) the civil authorities with the council or library board of the city having full jurisdiction, or by (2) _____, or by (3) _____.

2. Superintendents must develop a plan for coöperation between the public-school staff and the library offices through (1) _____, (2) _____, (3) _____, and (4) _____.

3. State libraries were established during the period _____, largely for _____ _____ purposes.

4. State libraries have rendered service not only as a source of information to citizens of the state but also as a _____ _____ _____.

5. In 1924 there were _____ state departments of education which employed a school-library director.

6. [_____] Because the adult service provided by the library does differ in extent and kind from that rendered in adult classes, library services of all kinds should be under the jurisdiction of the school board.

7. [_____] To encourage the establishment of libraries, all the states grant funds toward the purchase of books selected from an adopted list made up by the state.

8. Some states require library rooms to be provided in all school buildings.

9. [_____] It is generally agreed that the public library should be housed and associated with the school library.

10. The following articles and books should be kept under the jurisdiction of the school libraries: (1) _____, (2) _____, (3) _____, (4) _____, and (5) _____.

11. [_____] The state in which I reside distributes state aid to schools for the purpose of purchasing library books.

12. [_____] Money collected by local taxes should not be expended to provide in the schools a professional library for the teachers.

TOPICS FOR INVESTIGATION

1. Describe the plan for the use of the school libraries in various school systems.

2. Study the school laws of several states and report on the provisions that have to do with the libraries.

3. Study the municipal library organization in cities of your state.

4. Visit several school libraries and analyze their facilities in terms of desirable standards.

5. Outline a complete plan of the administration of the libraries in a school district of approximately two thousand inhabitants.

TOPIC 17

Administration of the Curricula and Instructional Materials

"Because the board constituted the superintendent its sole executive officer, it was possible for him to bring representatives of all departments around a common table and to emphasize the fact that all departments must make the maximal contribution possible to the workings of each department. . . .

"Accordingly the different functions were defined and the various departments reorganized to correspond. Next, authority for a given function was delegated to the department in charge, and that department was held responsible for the efficient exercise of the function. Since the department of administration was made responsible for the administration of the course of study, for certain types of supervision, and for contributions of criticisms and suggestions bearing directly upon curriculum revision, it will be necessary to describe in brief outline the administrative machinery and its functions . . . . The organization, however, serves not only for transmission outward, but also for transmission inward. The opinions, criticisms, and contributions of any teacher, and of all teachers, may be and are given vocal expression in the council through their administrative superiors. The organization thus provides formally organized machinery for putting a new course of study into effect and for collecting suggestions and contributions for its improvement. . . .

"The work of curriculum construction, assistance, and appraisal is carried on by three divisions within the department. One of these, supervision, has charge of curriculum construction proper, and teacher training and assistance in the field. Another is concerned primarily with institutionalized teacher training and assistance. The third deals wholly with formalized research and appraisal. The present discussion is not concerned with either teacher training or research, except as they bear upon curriculum revision. Hence each of these departments will be dismissed with a few remarks indicating their contributions to the making of courses of study."[1]

[1] S. A. Courtis, "Curriculum Construction at Detroit," Twenty-sixth Yearbook of the National Society for the Study of Education (1927), pp. 191, 195, 196.

READINGS AND REFERENCES

CUBBERLEY, E. P. *Public School Administration,* chap. xxi.
ENGELHARDT, FRED. *Public School Organization and Administration,* chap. xvi.
"Creating a Curriculum for Adolescent Youth," *Research Bulletin of the National Education Association,* Vol. VI, No. 1, and "Keeping Pace with the Advancing Curriculum," ibid. Vol. III, pp. 4–5.
"Curriculum-making Past and Present," Twenty-sixth Yearbook of the National Society for the Study of Education, Part I, chap. i.
The Elementary School-Curriculum, Second Yearbook of the Department of Superintendence, Part II.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Curriculum Construction a Local Problem

1. Why is the construction of the various school curricula a local problem?
2. What are some of the fundamental issues in curriculum construction?
3. Which aspects of school life do not have curricular implications?
4. What are some of the difficulties encountered in adapting the curricula to local needs?

B. How Curriculum Content has been Secured

1. Enumerate and describe the various ways in which curriculum content has been secured.
2. Name some of the outstanding leaders in curriculum construction and discuss their contributions.
3. What are some of the differences in the philosophies held regarding curriculum construction?

C. Administration of the Schools and the Curricula

1. To what extent is the educational program dependent on the curricula?
2. How is the organization of the various school units affected by modifications in the curricula?
3. In what way is the element of time a factor in the curricula and in the administration of the various school units?
4. How is the supervisory organization affected by modifications in the curricula?

D. The Elementary-School Curriculum

1. To what extent has the elementary-school curriculum been modified by the creation of the junior high school?
2. How did the development of the kindergarten modify the elementary-school curriculum?
3. To what extent was the elementary-school curriculum modified by the administrative changes which occurred before 1900?
4. How has the elementary-school curriculum been changed by the various plans of reorganization which have been tried in the elementary schools during the last quarter of a century?

E. The Secondary-School Curricula

1. To what extent are the curricula problems in secondary schools different from those of the elementary schools?
2. How has the administration of the high school been modified because of the changes which have been made in the curricula?
3. Are there any relations between the types of secondary schools and the curricula?
4. How is the articulation between the work of the secondary school and the other instructional units fostered?
5. To what extent has the high-school curricula been dominated by accrediting agencies?
6. What forces are very active in determining the high-school curricula?

F. The State and the Curricula

1. What are the legal responsibilities of state departments of education in reference to the curricula in the public schools?
2. Who determines the content of the various vocational courses offered in secondary schools?
3. To what extent must the courses of study prepared by the state be followed in the various local school districts?
4. How are the state courses of study prepared?
5. What should be the relation between the state and the local school systems in reference to curricular matters?
6. To what extent are state courses of study used in the local elementary and local high schools in your state?

G. Outlying Forces affecting the Curricula

1. To what extent does the public determine the curricula?
2. In what manner do the legislatures fix curricular practices?
3. How have the courts entered in to determine issues in regard to public-school curricula?

H. Organization for the Administration of the Curricula

1. How are the various curricula for the local public schools determined?
2. To what extent may the superintendent and the staff in a small school system study curriculum problems?
3. Outline the various plans which have been organized for curriculum study in large school systems.
4. Discuss the various researches of public-school officials into the subject of curricula.
5. Describe in detail a plan for the study of curriculum problems which could be put into operation in a medium-sized school system.
6. In what manner would the plans for studying curriculum problems in secondary schools differ from those recommended to be followed in the elementary schools?
7. Make a diagram of a plan for the study and revision of the courses of study in secondary science.
8. What should be the relation between the bureau of research and curriculum construction?
9. What are the duties of a director of the curricula?
10. In what ways are the experimental centers in public-school systems used in connection with curricular research?

I. Textbooks and Instructional Material

1. How are the instructional materials associated with the curricula?
2. To what extent is library-planning a problem of curriculum construction?
3. To what extent does state uniformity of textbooks interfere with curricular research?
4. To what extent should textbooks and instructional materials be standardized?
5. How should standards for instructional material be determined?
6. What are the arguments for and against state-wide or county-wide adoption of textbooks?

7. Should instructional materials and textbooks be supplied free to all pupils of the public schools?
8. What are some of the problems of textbook management?
9. Outline a plan for an organization for the selection of textbooks.
10. To what extent has the improvement of instructional materials modified the curricula and the method of instruction?
11. Has the improvement in instructional materials altered the organization and administration of the various school units?
12. What should be the relation of the business departments to the problems of selecting textbooks and instructional materials?

OBJECTIVE QUESTIONS AND PROBLEMS

1. [_____] The degree to which a curriculum may function is largely dependent upon the instructional materials provided.

2. [_____] The agency responsible for determining the curriculum should not be responsible for selecting the instructional materials.

3. The extent to which a teacher should participate in curriculum construction is dependent on her _____ and _____ _____.

4. The four most common methods of constructing curricula are (1) _____, (2) _____, (3) _____, and (4) _____.

5. The following subjects are taught in practically every elementary public school: (1) _____, (2) _____, (3) _____, (4) _____, (5) _____, and (6) _____.

6. _____ of the states stipulate that free textbooks are to be furnished to the pupils in the public schools.

7. Below is a list of authors, titles, and dates of various books dealing with textbooks, their selection and evaluation. Copy the form and fill in the blank spaces.

Author	Title	Date
C. R. Maxwell	*The Selection of Textbooks*	_____
_____	*Measuring Textbooks*	1922
J. G. Fowlkes	[illegible]	1923
_____	*The Best Method of Selecting Textbooks*	1918
A. L. Hall-Quest	*The Textbook*	_____
C. D. Meade	_____	1928

8. Below is listed a number of places in which unique plans or practices were developed having to do with the organization of the elementary school or the elementary curriculum. Make an enlarged copy of this tabulation and after each item record a brief description of the plan, the name of the person most influential in its development, and the date of its inception.

Place	Description of Plan	Individual Associated with its Establishment	Date Established
1. Batavia, New York . . .			
2. Cambridge, Massachusetts			
3. Detroit, Michigan . . .			
4. Elizabeth, New Jersey .			
5. Gary, Indiana			
6. Le Mars, Iowa			
7. North Denver, Colorado .			
8. Portland, Oregon . . .			
9. Pueblo, Colorado . . .			
10. Santa Barbara, California			
11. St. Louis, Missouri . . .			
12. Winnetka, Illinois . . .			

9. Name two national education organizations that have been very active in curriculum reorganization during the past decade:

a. _____

b. _____

TOPICS FOR INVESTIGATION

1. Study and report on the issue of granting free textbooks and instructional material to all public-school pupils.

2. Study and compare the textbook laws in a group of neighboring states.

3. Report on the practices followed by school systems in your state in reference to textbooks and instructional supplies.

Administration of the Curricula and Instructional Materials

4. Study and report on the relation between the state department of education and the local school districts in your state in reference to matters of curricula.

5. Select a number of printed courses of study prepared by local school systems and critically analyze the arrangement and organization of materials.

6. Study in detail a plan of curriculum revision in operation in a school district in your state and report in detail on the organization and its administration.

7. Study and report on the various changes in the organization and administration of secondary schools which have been effected by changes in curricula.

8. Select one school system and study and report upon the changes which have there been made in the organization for supervision because of changes in the curricula.

9. Review the publications treating the subject of textbook selections and summarize their recommendations.

10. Describe the plan in operation in your state for the study of the curricula of the public schools of the state.

TOPIC 18

Administration of the Business Affairs

"Not only in the administration of schools, but also in the administration of private enterprises, efficiency demands that there be a chief executive officer to whom all other executives are responsible. In our larger cities the superintendent of schools has been chosen for this office usually after a long period of successful experience as an executive in smaller cities or in subordinate executive positions in the larger city in which he serves. Even though the superintendent of schools may not be entirely familiar with all the details of accounting, purchasing, planning of buildings, letting of contracts, and the like, it seems only reasonable to suppose that he has sufficient executive ability to direct the activities of that part of the school organization having to do with these affairs. To set up a separate business organization with coördinate authority is to propose that the business affairs of the school system can be conducted without reference to the educational program which the schools are providing and in the furthering of which all administrative activities find their real significance."[1]

READINGS AND REFERENCES

CUBBERLEY, E. P. *Public School Administration*, chaps. xxv and xxvi.
ENGELHARDT, FRED. *Public School Organization and Administration*, chap. xvii.
ENGELHARDT, N. L., and ENGELHARDT, FRED. *Public School Business Administration*, chaps. i–v.
MOEHLMAN, A. B. *Public School Finance*, chaps. iv and ix.
PITTENGER, B. F. *An Introduction to Public School Finance*, chaps. i, ii, and iii.
REEDER, W. S. *Business Administration of Local Schools*, chaps. i–iv.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Controlling Factors in the Business Management of Public Schools

1. Review the history of the administration of business affairs of local school systems.
2. Describe the dual organization of the administration of local schools.
3. What basic changes are desirable for the administration of business affairs?

[1] G. D. Strayer, "The Superintendent of Instruction and the Business Manager of Schools — An Anomaly," Official Proceedings of the Department of Superintendence (1925), p. 166.

B. Personnel associated with the Business Affairs

1. Classify the positions which have to do with business affairs.
2. Classify the duties of the various positions.
3. Outline the training necessary for each group of positions.
4. Make a diagram showing the relations of the various positions which are associated in carrying on business affairs.
5. How are the staff and the employees in the business department selected?

C. The Administrative Offices

1. Describe the various kinds of offices necessary in the conduct of the work of a public-school system.
2. Contrast a large school system with a small one in this regard.
3. Where should the central offices of a public-school system be located?
4. Outline plans for a desirable central office building for a local school system.
5. Outline a plan for the offices of the staff of an administrative unit of the system.

D. Accounting and Management

1. What are standard office practices?
2. To what extent should practices in carrying on clerical and other activities be standardized?
3. What are some of the important problems of supply management?
4. Who should participate in the development of standards for supplies?
5. What is the difference between supplies and equipment?

E. Plant Management

1. Who should be responsible for the school property?
2. What part should teachers take in plant management?
3. To what extent are the educational aspects of the public schools associated with plant management?
4. Who should be responsible for the designing and the planning of new school buildings?
5. How significant is the service value of school property in the administration of schools?

6. What organizations are planned for the care and administration of property?
7. How do school systems plan and construct new buildings?
8. To what extent is the use of a school building related to efficient management?
9. What is the plant program?

F. The Budget

1. What is the budget?
2. Distinguish between the income budget and the expenditure budget.
3. What is the function of the budget?
4. How should the budget be prepared?
5. Who is responsible for the administration of the budget?
6. How is the administration of the budget related to the administration of educational affairs?
7. How is the budget for the plant program related to the budget for the current educational program?
8. Discuss budgets for extracurricular affairs.

OBJECTIVE QUESTIONS AND PROBLEMS

1. Janitors in the past have been recruited largely from such occupational fields as _____ and _____.

2. Income is classified as revenue and _____ _____ and also according to the _____ from which it is _____.

3. The difference between supplies and equipment is largely a question of the service _____ of the object.

4. [_____] School buildings are usually constructed by persons on the pay roll of the school district.

5. Two very important essentials of a budget are standards of quantity _____ and _____ costs for all materials used.

6. [_____] Annual budgets should be made by each school principal, and the final school-district budget should be a compilation of these.

7. The expenditure budget of a school system may be divided into the current educational budget, the extracurricular-activities budget, the _____ _____ budget, and the _____ _____ budget.

8. A comparison of the cost of providing secondary and elementary schools is derived from the classification of expenditures according to _____.

9. The expenditures for general control in large school systems exceed on the average _____ per cent of the total current expenditures.

10. [_____] Teachers' salaries in a public-school system rarely exceed 60 per cent of the total annual current expenditures.

11. Planning, executing, and _____ are three fundamental aspects of business administration.

12. [_____] Public-school administration has little difficulty in presenting the necessary factual evidence to show that all educational services are productive and that the services warrant the cost.

TOPICS FOR INVESTIGATION

1. Study the school laws of your state and analyze all the provisions which treat of the administration of the business affairs of local school systems.

2. Select several public-school budgets and analyze their organization and arrangement.

3. Prepare a report showing the various plans followed by school boards in your state for the selection of an architect.

4. Report on the extent to which adequate clerical service is supplied to the officials in local school districts in your state.

5. Outline in full the expenditures which should be allocated to each major function.

6. Develop a plan whereby teachers would participate in determining standards for all instructional supplies.

7. Study and prepare a report on the use of a school building in the school district in which you reside.

TOPIC 19

Administration of Schools and Financial Support

"The first important step in the provision of educational advantages for the children of a state has been taken when the people of that state come to recognize a broad and general responsibility for the education of all the children of the state, rather than for portions of them here and there. This recognition of responsibility is evidenced by the establishment of large-area taxing units and a wide pooling of maintenance costs. These mark attempts to equalize, in some important degree, the burdens of support for what is conceived to be for the common good of all. This step has now been taken, in theory at least, by nearly all our states, though in most of them the step has not been a very long or a very complete one.

"To provide a sound system of taxation for the support of schools is, however, but one half of the problem. The second important step, and one which but few of our states have as yet taken, lies in the enactment of laws which provide for the distribution of the proceeds of taxation in such a manner as will best attain the ends for which a state system of public instruction has been created. The funds having been raised for a specific purpose, an equitable distribution is not, as is so often thought, an even and an impartial distribution; rather, an equitable distribution is one which takes into consideration costs, needs, inequalities, and local efforts."[1]

READINGS AND REFERENCES

CUBBERLEY, E. P. *State School Administration*, chaps. xvi and xvii.
ENGELHARDT, FRED. *Public School Organization and Administration*, chap. xviii.
PITTENGER, B. F. *An Introduction to Public School Finance*, chaps. ix, x, xi, and xii.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Collecting Taxes for Public Schools

1. What authority do school boards have in reference to assessing property for school taxes?
2. Describe the various plans by means of which school taxes are collected in the various states.
3. What relation exists between municipal financial offices and the school districts in reference to the tax income for schools?

[1] E. P. Cubberley, *State School Administration*, p. 451. Houghton Mifflin Company, 1927.

B. Sources of Revenue for School Support

1. From what sources do public-school funds come?
2. What proportion of the local revenue comes from local taxes?

C. State Support of Local Schools

1. What are the various theories in regard to the state's obligation for the support of local schools?
2. Describe the various plans in operation in the states for the distribution of state aid to local schools.
3. What is the "ability-effort" theory?
4. Describe the plan followed in your state for the support of local public schools.
5. What is meant by the *net amount* a school district receives from the state?
6. Discuss the various research studies that have been made in reference to the apportionment of state funds to local schools.

D. Private Support of Public Schools

1. To what extent have individuals and private agencies contributed to public-school support?
2. What local school systems have received financial aid from private sources?

E. Tuition as a Source of Income

1. To what extent is tuition a source of income to public schools?
2. Discuss the small high school and nonresident tuition.
3. What service fees and charges are made and collected in local public-school systems?
4. Trace the history of tuition payments.
5. What plans are followed in various states for the payment of nonresident tuition?
6. When may a school district charge tuition?

F. Borrowing Money for Financing Public Schools

1. For what purposes do school boards borrow money?
2. What are the differences between temporary loans and bonds?

3. When is borrowing by a local school district good business?

4. What are the various kinds of bond issues?

5. What relations do the electorate have to bond issues?

6. How should the administration of the debt program be planned?

7. What is meant by the "pay as you go" policy in the administration of the plant program?

8. Discuss the various "pay as you go" plans projected for public schools.

9. How is the debt program related to the current educational program?

OBJECTIVE QUESTIONS AND PROBLEMS

1. Among the early bases on which state appropriations were allocated to the various local school districts were the school census, the average daily attendance, the _____ _____, the _____ _____, and the _____ _____ _____ _____.

2. Investigations show that the ratios of the wealth per child in the rich and poor local school districts in states vary from _____ to 1 in Iowa to 7 to 1 in California.

3. The net amount that a school district receives from the state is the _____ _____ the amount of state aid received and the amount of _____ _____ by the state.

4. In the school districts in the United States taken as a whole about _____ per cent of all school money is provided by the state, approximately _____ per cent comes from county taxation, and _____ per cent is raised by taxation in the local districts.

5. The percentage of school income from the various sources is about the same in all states.

6. The major sources of income for the support of the schools in a small school district arranged in order of amount are (1) _____ (2) _____, and (3) _____.

7. There are _____ states in which nonresident high-school tuition is paid for in full or in part by the _____.

8. [_____] A school district may follow the "pay as you go" policy by establishing a reserve.

9. [_____] It is generally agreed that issuing school bonds to pay for new school buildings is not a good business practice for a school board to follow.

10. [_____] When the nonresident tuition of high-school pupils is paid by the state, the sum paid should be considered as a state aid to the district receiving the money.

11. [_____] The tax list against which the local school tax is levied is usually determined by officials responsible to the school board.

TOPICS FOR INVESTIGATION

1. Discuss in full the plan followed in your state for the support of schools in the various school districts.

2. Describe the California plan of state aid to local school districts, the Maryland plan, the New York plan, or the Pennsylvania plan.

3. Study the laws of a selected group of states and analyze the provisions for the payment of tuition by nonresident pupils.

4. Report on the outstanding indebtedness for public schools in your state.

5. Enumerate the arguments for and against sinking-fund bonds for schools.

6. Report on the various legal restrictions in reference to bond issues for schools.

7. Study and report on the plans followed by school boards in your state in selling school bonds.

8. Analyze the laws to ascertain to what extent a school board may establish a reserve.

TOPIC 20

Administration and Costs

"In spite of our clumsy and inadequate fiscal and political machinery, we have found it desirable to expand our public expenditures steadily, and as means of communication and other administrative aids increase in quality, there is no rational reason for believing that the number of things which can be best done collectively, and of course, their cost, should not continue to increase. At any one time we should do publicly all those things which we can best do publicly. If greater returns can be obtained by using a dollar's worth of economic effort in collective public action than can be obtained by leaving it in the pockets of people to be privately spent, it is merely common sense to spend that dollar collectively.

"But the point is that we have run close, perhaps dangerously close, to the limit under our old forms of organization and with our obsolete machinery. The old forms creak and groan under the strain. The community is unable to distinguish clearly between the things it wants more and the things it wants less. As a consequence there is waste in the sense that we spend much public money for things that are not worth the cost, and refrain from spending public money for certain things we want very much indeed because of fear lest such expenditures may open floodgates of indiscriminate public expenditures. There is a vast unfinished task of political and economic reorganization which must be attended to if we are to continue to increase public expenditures at the rate set during the last decade. The problem of educational finance is a part of this wide general problem. It cannot be solved satisfactorily until the general problem is solved. Some progress is being made toward a solution, and school men are among those who are in the front line of battle."[1]

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"Major Issues in Public School Finance," *Research Bulletin of the National Education Association*, Vol. VI, No. 5: Part I and Part II; "The Ability of the States to support Education," ibid. Vol. VII, No. 1.

[1] R. M. Haig, "The Tax Problem in Relation to the Financing of Public Education," Department of Superintendence, *Official Report* (1923), p. 55.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Interpretation of Public-School Costs

1. What are some of the difficulties encountered when one endeavors to relate costs to services in education?
2. What is the difference between expenditures and costs?
3. In what manner does the public measure the costs of the schools?

B. Factors entering into Determining Costs

1. What is meant by the *functional analysis of cost*?
2. What factors enter into the determining of costs?
3. What conditions frequently lead to the misinterpretation of costs?
4. What expenditures should enter in to determine the cost of a function such as health service or supervision?
5. What precautions must be taken when comparing costs in school districts of various kinds?
6. What are indirect costs?

C. Cost and Management

1. To what extent are facts regarding cost necessary in the administration of a public-school system?
2. What are the units for measuring costs?
3. Compare the various units commonly used to measure costs.

D. Cost of Public Education

1. Why does the cost of public schools increase so rapidly?
2. Compare educational costs with costs of other services.
3. Compare the cost of education with the public income.
4. What waste in public schools may be avoided?
5. To what extent can research contribute to a better understanding of public costs?

OBJECTIVE QUESTIONS AND PROBLEMS

1. [_____] A high tax rate in a school district is always an index of the high cost of the public schools.

2. If costs are to be comparable, then expenditures and income must be consistently and uniformly _____.

3. The _____ of expenditures and income is the foundation upon which cost accounts are based.

4. The annual current expenditures of a local school system comprise all payments classed under **general control**, _____, _____, _____, _____, and _____.

5. The annual total current cost of a local public-school system does not include the following major items: _____ _____, and _____ _____.

6. The unit usually used for the constructional cost of school buildings is the cost per _____ _____.

7. The number of _____ _____ _____ _____, _____ is the most common base on which the unit costs for the various public-school activities are determined.

8. The modern elementary-school building costs approximately **10 15 20 30 35 40** cents per _____.

9. The total annual cost per pupil attending the high school in cities of five thousand and over approximates **75 100 125 150 175 200 more than 200** dollars.

10. It has been calculated that few states spend less than _____ per cent or more than _____ per cent of the annual income on the public schools.

11. It has been estimated that between _____ and _____ per cent of the cost of conducting certain private enterprises is waste.

TOPICS FOR INVESTIGATION

1. Prepare a table showing all the items of expenditure that should enter into the total cost of the administration of a public-school system.

2. Study the administration of public schools and tabulate all the educational items for which the expenditures are borne by governmental departments rather than by the board of education.

3. Select several school districts and prepare a report showing the trend in educational costs.

4. Compare the wealth in your state with that in surrounding states.

5. Compare the expenditures made for public education in your state with those of neighboring states.

6. Study the annual printed reports of a selected group of school systems and compare the plans of presenting cost data.

7. Study the cost of schools in a selected group of school districts and relate changes in assessments to changes in total expenditures.

8. Study and contrast instructional costs in a selected group of school systems.

9. Prepare a paper on the units that are selected as measures of costs in education.

10. Discuss the ratios and indexes that are used for comparing costs in education.

TOPIC 21

Public Relations and the Administration of Schools

"The chief aim of educational publicity is to secure the acceptance by the public of the educational program initiated by the educator, and the recognition by the public that the planning and execution of this program are within the province of public-school education. This acceptance depends not only upon the understanding of the educational program brought about by a lucid exposition of its processes and objectives, but also upon the confidence that is founded upon belief that its ends are being efficiently achieved.

"The presentation of the aims and achievements of public-school education, in order to secure consent and support for them, is not unlike the presentation of the merits of a commodity to secure its purchase and use by the consumer. "Selling education" is not an inapt phrase to describe the process of inducing the patron of the schools to contribute to the support of an institution which has promised him a product that he has been led to believe will be useful to him.

"The attempts to persuade the patron or consumer to accept the program of the educator are subject to the same competition to which all other attempts at sales promotion are subject."[1]

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TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Schools in a Living Social Medium

1. Trace the history of the relation between the patrons, the taxpayers, and the local schools.

[1] B. M. Farley, *What to Tell the People about the Public Schools*, p. 1. Teachers College, Columbia University, 1929.

2. In what way may the public voice their approval and disapproval of the administration of the schools?
3. What changes have occurred which tend to remove the people from direct contact with the schools?

B. Lay Organizations interested in Education

1. Enumerate the lay organizations directly interested in public schools.
2. Mention the various ways in which outside agencies endeavor to use the schools.
3. What should be the attitude of public-school administration toward the agencies desiring to use the schools for various purposes?
4. What are the functions of the parent-teacher organizations?

C. Contacts of the Schools with the Public

1. To what extent are athletics valuable in building proper public attitudes toward schools?
2. What other extracurricular activities bring the public into close relationship with the work of the schools?
3. What members of the school staff are brought into close contact with the public by their duties?
4. Should the regular classroom be used as a medium for building desirable public relations?
5. What should be the responsibility of the teachers in this regard?
6. What other contacts do the schools have with the adults of the school district?

D. Educational Publicity

1. Trace the history of educational publicity.
2. Can educational publicity be defended as desirable?
3. What should be the purpose of a publicity campaign?
4. Discuss publicity campaigns as a means of publicity.
5. What is the attitude of the press in regard to school news?
6. Contrast the campaign method with the continuous-publicity plan.
7. Do public-school systems advertise?
8. Is it proper for public schools to advertise?

E. Organization for Publicity

1. Outline a program for publicity for a school district.
2. Plan in detail the organization for carrying on the program proposed.
3. Outline the part that the various members of the staff should play in the publicity plan projected.
4. Outline the duties and responsibilities of a director of publicity in a public-school system.

F. Publicity Agencies

1. Discuss the various publicity agencies available to the schools.
2. Discuss the publications that a public-school system should foster.
3. What part should research play in determining the publicity practices of a school system?

OBJECTIVE QUESTIONS AND PROBLEMS

1. Educational publicity had its beginning in law in that school boards were required to _____ an _____ _____.

2. In the earlier period the people were able to express their attitude toward the work of the schools in the _____ _____ _____.

3. Every agency that endeavors to bring the schools, the parents, and the pupils to a better understanding is a _____ _____ for public _____.

4. The task of interpreting the work of the schools to the people is one which must be assumed _____ by _____ _____.

5. Studies of the space given to school news in the press indicate that space given to _____ exceeds space given to any other activity.

6. A recent study shows that the patrons are more interested in school topics relating to _____ _____ and _____ than to topics relating to the extracurricular activities.

7. The publicity campaigns were devised to stimulate public support for _____ _____.

8. [_____] The editors of the various local newspapers do not consider the local school as a potent source of news.

9. [_____] Public relations are an aspect of public-school administration that becomes more important with each decade.

TOPICS FOR INVESTIGATION

1. Review the various researches in the field of public-school publicity.

2. Study the local press and report on the space given to various items of public-school news.

3. Compare the publicity practices of a public-utility company in your school district with the practices followed in the public schools.

4. Describe a publicity-campaign method of which you have knowledge and which was used in a school system for soliciting support for a bond issue.

5. Select several annual reports of public-school systems and analyze the cost data presented in terms of their publicity values.

6. Study various school publications available and evaluate critically their publicity values.

TOPIC 22

Organization for Research

"Research in educational administration seeks to discover, in the light of the purposes of education commonly acknowledged, the most efficient procedures in the organization, supervision, financing, and evaluation of the program of educational service. It results in the statement of principles or the description of procedures essential to the development of an efficient administration of schools.

"The research worker in this field employs the methods common to all fields of scientific inquiry. He arrives at the solution of his problems through reflective thinking. In some of the steps in his thinking he is assisted by more or less elaborate techniques. In others he relies solely upon the methods employed in everyday experience. In any case he inquires concerning the validity of any procedure which he proposes to use, accepting nothing solely upon the sanction of tradition or current practice. He tests the results obtained to determine whether they are consistent with all the facts pertinent to the administrative procedure or principle under investigation. He favors objective measures and is satisfied with nothing less than competent evidence."[1]

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SEARS, J. B. *The School Survey,* chap. xvii.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. Research in Education

1. Is education a science?
2. Define educational research.
3. Contrast research in education with research in private enterprise.
4. Compare the expenditures for research in education with the expenditures made in private enterprise.

[1] Carter Alexander, *Educational Research: Suggestions and Sources of Data with Specific Reference to Administration,* p. 1. Teachers College, Columbia University, 1927.

B. Development of Educational Research

1. Discuss the work of the pioneers in educational research.
2. Discuss the relationship of the universities and colleges to research in education.
3. What contribution have private agencies made to educational research?
4. Relate the contributions made by the various movements in education to research.

C. Research Bureaus

1. What are research bureaus? When were they first organized?
2. What services do research bureaus render?
3. Discuss the personnel of research bureaus.
4. Describe the work of research bureaus.
5. Should the function of administrative research be separated from instructional research?
6. What should be the relationship of the research bureau to the school system at large?
7. How should the research in the business affairs of a school system be organized?
8. Outline a desirable plan for organizing research service in a public-school system.
9. Determine the various policies that should govern the research activities in a public-school system.
10. What are experimental centers?

D. The State and Educational Research

1. What place in a research program in education should be taken by the state departments of education?

E. The Public Schools and Research

1. To what extent must public schools depend upon outside agencies to solve public-school problems scientifically?
2. What is the future of research in public schools?
3. To what extent will controlled experimentation be carried on in public schools in the future?

4. What is the attitude of the public in reference to research in public schools?

5. What are the functions of the teachers, the principals, and the supervisors in a program for research in a public-school system?

OBJECTIVE QUESTIONS AND PROBLEMS

1. The movement for research in education has been developed largely in the period since _____.

2. [_____] Research in education may be said to have begun with the application of statistical procedures to social and educational problems.

3. The first bureau of educational research was established in the city of _____ in the year _____.

4. The work of Dr. _____ is an outstanding source of what we today call educational research.

5. Dr. _____ made the instruments of research available to students of education.

6. In 1926, _____ city school systems had organized bureaus or departments of research.

7. [_____] It is generally agreed among students of educational administration that the bureau of research should be independent of the superintendent of schools.

8. Item *a* is one of a number of important aspects of research for which the administrative staff of a public-school system must establish a policy. List four others.

a. *Who shall initiate the work to be carried on by the research bureau?* _____

b. _____

c. _____

d. _____

e. _____

9. Experimental centers are _____ which have been set aside as _____ for the study of instructional and curricular problems under _____ _____ and direction.

10. [_____] Many of the techniques of research of yesterday have become the everyday tools and working instruments of the regular school staff.

TOPICS FOR INVESTIGATION

1. Study and describe the organization for research in a school system with which you are familiar.

2. Review the contributions to educational science that have been made by the independent schools.

3. Sketch the life history of the pioneers in educational research.

4. Outline the contribution made by the educational-survey movement to the improvement of public-school administration.

5. Select the research studies reported during the past year in public-school administration and report on their findings.

6. Enumerate the research activities of the state department of education in your state.

TOPIC 23

The State and the Administration of Local School Systems

"It is the function of the state to define the platform upon which the public schools stand and promulgate the theories upon which they operate. . . . It is an important function of the state to equalize school privileges throughout its jurisdiction. The state is also bound to seek to equalize taxation for the ordinary running expenses of the schools. Those who are educationally or financially strong must be required to help the weak. The good results outside the state must be made known in it. . . .

"The state has educational functions beyond the maintenance of the schools. It is bound to help in whatever contributes to the sound information and promotes the culture of the people. Voluntary assemblages are to be encouraged. Discussion and publicity are the safety valves of democratic society. Home study is to be aided and guided. Local libraries may well be subsidized, if need be, at least up to the point where they can stand alone. The state which can put a mark upon its map wherever there is a town or village library, and find its map well covered, will take care of itself. Art collections are upon the same footing as libraries. That state is a great state whose leading public men give genuine support, not a support born of ignorance and the lack of courage to refuse, but a sympathetic support, to scientific research, in the hope of still further breaking the bonds of scientific truth and hastening the time when the truth shall make the whole world free."[1]

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[1] A. S. Draper, *American Education*, pp. 44–45 and 46. Houghton Mifflin Company, 1909.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. The Development of State Interest in Education

1. What was the relation between each state and the local school districts during the early period of statehood?
2. Why were the states slow to assume their responsibility for public education?
3. To what extent were the local districts responsible for the attitude of the state?

B. The Establishment of a State Policy regarding Public Education

1. In what manner did state constitutions handicap progress in education?
2. What were the duties of the early state educational officers?
3. To what extent did educational leadership fail to understand the problems of a state program of public education?
4. What other state officers have to do with the public schools?
5. Enumerate some of the inconsistencies in the actions of the legislatures in reference to public education.
6. In what manner did the legislatures determine administrative practices for local school districts?

C. Importance of State Leadership in Education

1. Outline the significance of leadership in the offices of the state departments of education.
2. Trace the development of state departments of education.
3. Who were the outstanding leaders in state educational offices in the nineteenth century?
4. What is the relation of the state department of education to the other departments of education?

D. Fundamental Principles of Organization and Administration

1. Where should educational leadership for a state educational program be centered?
2. What is meant by a *state educational program*?
3. How should an educational program for a state be developed?
4. Why not elect members of a state board of education at the general election?

5. Describe a legislature in action while passing a bill.
6. What statement should the state constitution contain in regard to education?
7. Differentiate between administrative responsibility and legislative authority.
8. Explain the principle of state jurisdiction.
9. What are the functions of a state legislature?

E. State Board of Education

1. Name the various titles used to designate the state board of education.
2. Discuss the relative desirability of appointing or electing this board.
3. What are the best limits as to size? duties? responsibilities?
4. State the relation of this board to the legislature; to the governor; to the public; to other state officers.

F. Commissioner of Education

1. How is the commissioner of education selected?
2. Discuss his duties, responsibilities, and qualifications.
3. What is his relation to the state board? to the legislature?
4. Discuss his relation to the public and to the educational profession.

G. Organization of the State Department of Education

1. To what extent can the fundamental principles of organization and administration be applied to the development of a state department of education?
2. How should the state board of education be organized? What should be its functions?
3. How should the state commissioner of education be appointed? State his functions.
4. What activities should be delegated to the state department of education?
5. Discuss the organizations now in vogue in state departments of education.

H. Planning the State Educational Program

1. What should be the relation between the state department of education and the local school districts?
2. In what regard should minimum standards be established for local schools?

3. To what extent should the state determine the curricula and instructional standards?
4. What should be the state's attitude in reference to the supervision of local schools?
5. Which instructional activities do the various state departments of education supervise extensively?
6. What responsibilities should be assigned to the state in reference to building standards?
7. What should be the state policy in regard to apportioning funds to the school districts of the state?
8. How should a state educational program be formulated and projected?
9. What responsibility does the state department of education have in reference to the interpretation of the law?
10. What responsibility do the various departments of education have in regard to the higher institutions?

I. The State Department of Education and the Future

1. What policy should the state department of education assume in reference to professional training?
2. In what manner can the state department of education promote the best interests of the local public schools?
3. What should be the attitude of the state department of education in regard to educational research?
4. What fundamental issues should the state department of education investigate and endeavor to solve?

OBJECTIVE QUESTIONS AND PROBLEMS

1. The first state to appoint a state educational officer was _____ in the year _1812_.

2. The first real state board of education in the modern sense of the term was that of the state of _____ in the year _____.

3. The states have usually retained the power and authority to

a. *Issue teachers' certificates*

b. _____

c. _____

d. _____

e. _____

4. [_____] The broader and more basic educational policies for operating schools within any corporate school unit are determined largely by the caprice of the individual school districts.

5. In 1925 only _____ of the chief educational officers of the various states in the Union received salaries in excess of $5000 per annum.

6. The position of commissioner of education differs from the position of superintendent of schools in a large school district, in that the former has certain responsibilities to the _____.

7. In 1925 there were _____ states in which the superintendent of public instruction or the state commissioner of education was elected.

8. In many states the following state departments have responsibilities in connection with the public schools:

a. *The state department of education* _____

b. *The state department of public health* _____

c. _____

d. _____

e. _____

9. [_____] It is sound policy for the state department of education to provide, free of charge, plans and specifications for school buildings for all school districts of the state.

10. [_____] The state should not require all school districts to follow the courses of study prepared under the auspices of the state.

11. [_____] It is not sound policy for the state to provide free education for prospective teachers and not for those who are to become the future physicians in the state.

TOPICS FOR INVESTIGATION

1. Trace the development of the department of education in your state.

2. Relate the progress in public education in your state with the commissioners of education in office at the time each progressive step was taken.

3. Sketch the life history of the outstanding commissioner of education in your state.

4. Review the articles on education in the state constitution in a group of states and discuss the direct or indirect restrictions that have been placed upon the development of public education.

5. Study the organization in various state departments of education, and chart the plan for administering their duties.

6. Study the government of your state and report on the various departments which have to do with educational affairs.

7. Review the actions of the last legislative session in your state in reference to educational matters.

8. Critically analyze the progress made in the administration of public schools through the initiation of the department of education of your state.

9. Enumerate the important functions involved in the administration of public schools and note the responsibilities the state should have in regard to each.

10. Prepare and carefully discuss a diagram of the department of education in your state.

11. Prepare a brief sketch of the men and women who have held the position of superintendent of public instruction in your state.

12. Present diagrammatically an ideal organization for the department of education in your state.

13. Trace the development of the department of education in your state.

14. Study factually the composition of the board of education in your state and the tenure of its members.

TOPIC 24

The Federal Government and Public Education

"For many years it has been the policy of the Federal government to encourage and foster the cause of education. Large sums of money are annually appropriated to carry on vocational training. Many millions go into agricultural schools. The general subject is under the immediate direction of a commissioner of education. While this subject is strictly a state and local function, it should continue to have the encouragement of the national government. I am still of the opinion that much good could be accomplished through the establishment of a department of education and relief, into which would be gathered all of these functions under one directing member of the cabinet."[1]

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STRAYER, G. D., ENGELHARDT, N. L., and others. *Problems in Educational Administration*, Problem IX.

TOPICS FOR GUIDING STUDY AND DISCUSSION

A. The Constitution of the United States and Education

1. Can you account for the attitude expressed in the Federal Constitution which leaves public education as a state responsibility?

B. National Government and Education

1. What educational functions does the national government now carry on?
2. What is the organization for carrying on the educational functions for which the Federal government assumes responsibility?

C. Federal Financial Support of Education

1. Trace the history of the support which the national government has provided for education.
2. Discuss the land-grant acts.

[1] Calvin Coolidge, *Journal of the National Education Association*, Vol. XVII (1928), No. 1, p. 33.

3. What is the Smith-Hughes Act?

4. What are the Morrill acts?

D. The Federal Government and the Public School of the Future

1. What differences of opinion exist in regard to the part the Federal government should take in the development of public schools?

2. Account for the different opinions of the various groups.

3. What proposals have been made in reference to the place the Federal government should take in educational affairs?

4. Trace the history and the action taken by Congress on the various educational bills which have been proposed for consideration.

5. To what extent have the proposals presented in these educational bills been modified?

OBJECTIVE QUESTIONS AND PROBLEMS

1. Article X of the Federal Constitution: "The powers not delegated to the _____ _____ by the Constitution, nor prohibited by it to the States, are _____ to the _____ respectively, or to the _____."

2. The first commissioner of education of the United States was appointed in _____.

3. The land-grant policy of the Federal government began in the year _____, when _____ was admitted as a state.

4. Copy the following form and record the necessary information to complete the tabulation for each of the following acts of Congress:

Name of Act	Purpose	Year Enacted
1. The Morrill Act (first)	_____	_____
2. The Smith-Lever Act	_____	_____
3. The Sheppard-Towner Act . .	_____	_____
4. The Smith-Hughes Act	_____	_____

5. A department of education was established in Washington in _____.

6. The United States Office of Education has been a _____ of the Department of the _____.

7. The Smith-Towner bill was introduced into Congress in _____.

8. [_____] Students of educational administration are agreed as to the responsibilities which the national government should assume in reference to public education.

9. The main arguments expressed against extending Federal interest in public education are

a. The possible _____ of _____.

b. The fear of _____ of _____.

TOPICS FOR INVESTIGATION

1. Review the literature in reference to the Federal government and education and tabulate the arguments for and against the proposals made.

2. Trace the history of the action taken by Congress in reference to public education.

3. Study the various educational bills proposed to Congress in recent years and compare the proposed provisions.

4. Sketch the life history of one of the outstanding Federal commissioners of education.

5. Review the publications of the United States Office of Education during the past year.

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